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ABSTRACT

The history and condition of bilingual education in the United States and federal, state, and local administration of Title VII is summarized. The National Advisory Council recommends: (1) that national awareness of bilingual/multicultural education as an asset be encouraged; (2) that Title VII be broadened to reflect the pluralistic, social, and economic diversity of the nation; (3) that increased funding be made available for bilingual/multicultural educators and counselors, materials development and dissemination, test and methods development, project monitors and research; (4) that the Advisory Council become a Presidential Council; (5) that annual regional workshops be conducted to provide technical assistance for programs; (6) that multilingual models be developed for populations in which students of one language group are not sufficient to qualify for funding a bilingual program, but there are sufficient numbers of non-English dominant children of various languages to justify a program; (7) that a statistical survey be made of the number and percentage of limited English speaking students in special education classes; and (8) that a longitudinal study of exemplary demonstration projects to assess the cognitive and affective development of LESA children be conducted. (PMJ)

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ED184304

SECOND ANNUAL REPORT

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
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TABLE OF ABBREVIATIONS

Council - The National Advisory Council on Bilingual Education

Title VII - Elementary and Secondary Education Amendments of
ESEA Title VII 1974, Title VII (The Bilingual Education
Act) P.L. 93-380

NCES - National Center for Educational Statistics

HEW - U.S. Department of Health, Education and Welfare

OE - Office of Education

OBE - Office of Bilingual Education

SEA - State Education Agency

LEA - Local Education Agency

IHE - Institution of Higher Education

NIE - National Institute of Education

SIE - 1977 Survey of Income and Education

BIA - Bureau of Indian Affairs

INTRODUCTORY NOTE

The intent of this report is to comply with Section 732 (C) of the Bilingual Education Act, (PL 93-380) which requires the National Advisory Council on Bilingual Education to prepare and submit not later than November 1 of each year, a report to the Congress and the President. The Second Annual Report, submitted by the National Advisory Council on Bilingual Education, is an endeavor to report on the condition of Bilingual Education in the nation, as affected by the administration and operation of PL 93-380.

Throughout the development of this Second Annual Report, it has been the intent of the National Advisory Council on Bilingual Education to solicit testimony from as divers a representative sample of the nation as possible. To achieve this element of national diversity, public hearings were held in Philadelphia, Pennsylvania, Albuquerque, New Mexico and Portland, Oregon. Additional testimony and recommendations were obtained by individual council members reflecting a wide variety of procedures. It is imperative to understand that serious thought, reflecting the needs of children of limited speaking ability throughout the nation, has been the primary consideration of this council.

Reflecting the national belief that the needs of the limited English speaking ability children is of concern to all in America, the National Advisory Counc on Bilingual Education has prepared this publication in an attempt to contribute to the improvement of significant educational experiences for all children of this nation. The council has given its full and deliberate consideration to the recommendations and fully endorses the recommendations as they appear in the text of the report.

RECOMMENDATIONS OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

- A National awareness of bilingual/multicultural education as an asset should be further encouraged. A first step would be the creation of a 1977 White House Conference on Bilingual/Multicultural Education to reflect the commitment of the Executive Branch of the Federal Government. The Council requests that the President initiate this program of national awareness as a positive example to the people of this country of the benefits of a bilingual/multicultural education system.

- The Council further recommends that the Legislative Branch redefine and amend Title VII to reflect the pluralistic, social, and economic values which are representative of the Nation and are inherent achievements of quality bilingual/multicultural education.

- The Council recommends that the Office of Bilingual Education set the following as an important funding area: bilingual/multicultural training for educational counselors and special educators to provide a more complete program for students participating in bilingual/multicultural programs.

- The Council recommends that the Office of Bilingual Education place greater emphasis in its capacity building mode to include the following:

  (a) the preparation of bilingual teachers and paraprofessionals,

  (b) materials development and dissemination, and

  (c) development of adequate testing methods and instruments for children of limited English-speaking ability.

- The Council recommends that Congress authorize additional personnel for the Office of Bilingual Education to enable the Office of Bilingual Education to carry out such activities as are needed to effectively monitor the substantially increased number of projects that are being funded. These monitoring activities would aid all projects in achieving their intended goals, and aid the Office of Bilingual Education in assessing the degree to which a project is succeeding.

- The Council recommends that the Congress amend P.L. 93-380, striking the low income criteria in as much as limited English speaking ability as defined in P.L. 93-380 is not related to nor dependent upon income levels.

- The Council strongly recommends a legislative change making the Advisory Council a Presidential Council and empowering it to employ its own staff. This will enable the Council to fulfill its responsibility mandated by P.L. 93-380. This becomes particularly imperative in view of new requirements in Section 732(c) of the Act for studies and research.

- Additional technical assistance should be provided by the Office of Bilingual Education. This assistance should be provided through regional workshops stressing participation of new applicants. A design should be formulated to ensure that these workshops are conducted annually in each of the 10 DHEW established regions.

- The Council recommends that multilingual models be developed for dispersed and diverse populations. These models should reflect patterns of population in which the number of students in one language group is not sufficient to qualify for funding, but there are sufficient numbers of non-English dominant students of various languages to warrant a bilingual program.

- That the National Center for Educational Statistics conduct a comprehensive survey on the number and percentage of limited English-speaking students participating in special education classes in areas of concentrated bicultural or multicultural populations. Due to the Council's feeling that this is a relatively unexplored area, requiring lead time, the Council believes that the study should be conducted, and its findings be included, in the Office of Education Report to Congress due in November, 1978.

- That the Office of Bilingual Education conduct a longitudinal study of exemplary demonstration projects to assess cognitive and affective development of LESA children.

- The Council recommends that Congress appropriate sufficient monies to implement the research and studies as mandated in P.L. 93-380, Part C, Section 742.

1.0 INTRODUCTION

The National Advisory Council on Bilingual Education respectfully submits its Second Annual Report to the Congress and the President on the condition of bilingual education in the nation. This Report has been compiled from the Council's review of the available information and literature acquired from Federal and State agencies, project personnel, professional and academic associations; from site visits to bilingual projects made by individual Council members; and from testimony presented before the Council at public hearings held in several regions of the country. The report summarizes the current state of bilingual education efforts and makes constructive recommendations for the fulfillment of the Congressional mandate, "to establish equal education opportunity for all children".

The National Advisory Council on Bilingual Education was created by Section 732(a) of the Elementary and Secondary Education Act of 1965, as amended in 1974 (ESEA Title VII). The 1974 Amendments established the Council, described its composition, and set forth its functions. The Council is composed of fifteen members who are appointed by the Secretary of Health, Education and Welfare. Eight members must have experience dealing with the educational problems of children with limited English-speaking ability, one must represent boards of education operating bilingual education programs, three must have experience in training teachers for bilingual education, two must have general experience in elementary and secondary education, and two must have classroom experience in bilingual teaching. Finally, the members generally should be representative of the population of limited English-speaking persons and of the geographic areas in which they reside.[1]

The Council is mandated to advise the Commissioner of Education on policy matters arising under ESEA Title VII, and under other programs for persons of limited English-speaking ability. In particular, the Council is directed to submit a report to the Congress and the President each year not later than November 1 "on the condition of bilingual education in the nation" and on the administration of Title VII and other bilingual education programs.

The contents of the Annual Report are set forth in Section 731(c). The report is to include:

(1) An assessment of the educational needs of persons of limited English-speaking ability and the extent to which those needs are being met by current federal, state, and local efforts;

(2) A report on and evaluation of Title VII activities in the previous year, and an assessment of their contribution to the policy of the Act, as set forth in Section 702(a);

(3) A statement of the activities planned for the succeding period and their estimated cost;

(4) An estimate of the number of teachers and other personnel needed to carry out programs of bilingual education and a description of the activities underway to prepare such needed personnel.

(5) A description of the personnel, their functions, and the information available at the regional offices of the Department of Health, Education, and Welfare relating to bilingual programs.

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[1] Appendix A contains a list of current council members and their professional affiliations, and a copy of the Council's charter.

To accurately assess the success and potential of bilingual education, and to advise the Commissioner of Education, the Council for the first time, in 1975-1976 held a series of three public hearings throughout the nation. These hearings were conducted in Philadelphia, Pennsylvania on October 16-17, 1975; Albuquerque, New Mexico on January 21-22, 1976; and Portland, Oregon on April 22-23, 1976. In all cases participants were widely solicited to attend and to give the Council the benefit of their observations.

The Council wishes to take this occasion to formally thank those who participated at the public hearings, and to assure them that their oral comments and written statements were carefully considered and incorporated into the Second Annual Report, both as factual data and as recommendations. A complete digest of the hearings, subcategorized by major issues raised at the hearings, is included as Appendix B of this report.

1.1 STRUCTURE OF REPORT

This report presents, in addition to other relevant information, the information required by the legislation in a format designed to offer a clear and comprehensive picture of the state of the art of bilingual education. An analysis and assessment of six major topic areas, testimony given at the Council's public hearings, and information gathered by individual council members through site visits form the basis for the Advisory Council's recommendations. The six major topic areas are: 1.0 History, growth and future potential of the bilingual/multicultural approach; 2.0 the needs of the bilingual population; 3.0 administration, operation, and activities of the Office of Bilingual Education; 4.0 the administration and coordination of federal level programs; 5.0 state and local developments furthering the growth of bilingual education; and 6.0 research and development efforts providing theoretical and evaluative rationales for bilingual education.

Under each of these six topic areas, recommendations offered by the Council are detailed and the major issues and recommendations raised at the hearings are discussed; these are followed by a summary of available data, overviews of applicable studies which have been completed, descriptions of programs in progress, and/or a review of work-in-progress for the fiscal year 1977 Report of the Commissioner of Education. In this manner, it is hoped that the reader will be apprised not only of the Advisory Council's recommendations regarding the issues, but also of the efforts presently being undertaken, and the local level response to those activities. Preceding the body of the report is an overview of Council recommendations.

1.2 OVERVIEW OF NATIONAL ADVISORY COUNCIL RECOMMENDATIONS

The National Advisory Council on Bilingual Education, as advisors to the Commissioner of Education, the Congress, and the President, offers recommendations designed to encourage the continued development and expansion of bilingual/multicultural education throughout the nation.

Essentially, the Council's recommendations address the following major issues: the future of the bilingual/multicultural approach; needs assessment of the bilingual population; research and development relevant to bilingual/multicultural education; and the administration, operation, and activities of the Office of Education/Office of Bilingual Education.

Each recommendation is included and discussed in detail in the chapter to which it pertains.

1.3 OVERVIEW OF PUBLIC HEARINGS TESTIMONY

The National Advisory Council's Public Hearings on bilingual education elicited testimony from witnesses representing state and federal bilingual projects, parent advisory groups, various language groups, school systems, and academic experts. Detailed evidence concerning the problems encountered by language minority groups in obtaining assistance, as well as concrete examples of successful ongoing programs, were presented. Suggestions for the improvement of federal administration of bilingual education programs were expressed.

The suggestions of the witnesses at the public hearings were related to the following areas of concern: the growth and future potential of the bilingual/multicultural approach; the needs of the bilingual population; the administration and coordination of federal level programs; the administration, operation and activities of the Office of Education/Office of Bilingual Education; state and local developments in the field of bilingual education; and research and development activities in the area of bilingual/multicultural education.

Issues, opinions and recommendations raised at the public hearings are detailed in each chapter, as they correspond to the topic areas. A complete digest of the testimony is included in Appendix B of this report.

2.0 HISTORY, GROWTH, AND FUTURE POTENTIAL OF THE BILINGUAL/MULTICULTURAL APPROACH

The Council's recommendations and the issues raised at the public hearings reflect an expanded concept of the role of bilingual education in American society. Increasingly, emphasis is placed upon the ability of bilingual education to foster the nation's perception of its own culturally pluralistic nature. Rather than viewing bilingual education as a remedial program designed to correct the linguistic handicaps of a portion of the population, both the Council and the witnesses at the public hearings stressed the need to capitalize on the cultural richness inherent in diversity.

2.1 NATIONAL ADVISORY COUNCIL RECOMMENDATIONS

In reference to this issue, the National Advisory Council makes the following recommendations to Congress and the President.

- A national awareness of bilingual/multicultural education as an asset should be further encouraged. A first step would be the creation of a 1977 White House Conference on Bilingual/Multicultural Education to reflect the commitment of the Executive Branch of the Federal Government. The Council requests that the President initiate this program of national awareness as a positive example to the people of this country of the benefits of a bilingual/multicultural education system.
- The Council further recommends that the Legislative Branch redefine and amend Title VII to reflect the pluralistic, social, and economic values which are representative of the Nation and are inherent achievements of quality bilingual/multicultural education.

This legislation should include:

a. That maintenance model bilingual programs be established to serve as national examples;

b. That bilingual education be taken out of compensatory education to reflect national commitment and to remove the stigma associated with remedial programs; and

c. That "limited English-speaking ability" be redefined legislatively to include those children who suffer language interference resulting from second language (other than English) influence. This is directed to remedy the situation of students who have a minimal command of two languages and are limited speakers of both, but who do not qualify for bilingual education under current legislation.

2.2 PUBLIC HEARINGS TESTIMONY

The testimony given at the public hearings reflects the same positive impetus. Witnesses generally suggested that:

- The bilingual/multicultural approach must be stressed within the bilingual education programs, and communicated to the general public. Maintenance model bilingual programs were widely supported, in that they fully recognize a child's ethnic self-worth, rather than viewing linguistic and cultural differences as mere tools for learning another culture, or problems to be remedied. It was recommended that English-speaking student involvement be supported and encouraged at the federal level, and that recognition of cultural pluralism should be a prime goal of bilingual education.

- Funds should be directly earmarked for parent/community involvement in Title VII programs. Although parent/community involvement is encouraged under Title VII, many witnesses felt that it should be more stringently required. It was suggested that an involved community is the most important single factor in bringing about the eventual shift of responsibility from federal to state and local education agencies. Witnesses also reasoned that for several language groups, the community is an essential resource in the development of relevant educational programs, and that increased involvement fosters mutual understanding between program and parent.

To appreciate the significance of these recommendations and suggestions, it is necessary to examine the current definition and rationale for bilingual education, its historical roots, and the judicial and legislative decisions which have influenced the direction of bilingual education

2.3 HISTORICAL ROOTS OF BILINGUAL EDUCATION

The roots of bilingual education in this country can be traced from the very birth of the nation; however, its use as a viable instructional method has fluctuated as a result of historical influences. Prior to the 20th Century, bilingual education was used by many groups in the United States to provide quality education: several of the original colonies offered instruction in German and English; the Cherokee nation provided bilingual education throughout the 1800's; and the New Mexico Territory School Law of 1884 allowed each school district to decide whether instruction would be in Spanish, English, or both.

The United States' growth toward world power status in the last century has had great impact, first negative then positive, on the bilingual education field. The growth of a major power requires consolidation and a national self-perception of homogeneity and shared purpose, rather than diversity; thus the "melting pot" theory, manifest destiny, and the nationalistic fervor of World War I precluded recognition of cultural pluralism. The further expansion of the international influence and contacts of the United States during and after World War II stimulated interest in linguistic abilities. Familiarity with other languages and cultures came to be valued for its military, diplomatic, and commercial utility, and to be appreciated as the American G.I.s' and businessmen were exposed to the knowledge and experience of older European and Asian societies.

Following World War II[2], four significant developments positively influenced the growth of bilingual education:

1. The English as a Second Language Approach (ESL), derived from Army language school methods (stressing oral language development as a prerequisite to literacy in a second language), was adopted by many educators to meet the needs of persons of limited English speaking ability.

2. The orbiting of Sputnik by the Soviet Union, perceived as a threat to the United States' International primacy, forced the nation to reconsider its educational priorities. The National Defense Education Act (NDEA) recognized the significance of math, science, and language training.

3. The influx of educationally motivated Cuban refugees into the Miami area in the early sixties caused a massive and ultimately successful demand for bilingual education. This program was an excellent example of the success possible through a combination of federal funding and the target group's involvement in providing direction and resources to the program.

4. Other educators, following the lead of the Miami Cubans, worked in their own districts and institutions to provide field-level support for bilingual education. This led to Congressional hearings which resulted in the passage of the Bilingual Education Act.

The Bilingual Education Act of 1968, as amended by the Elementary and Secondary Education Amendments of 1974, in concert with the Civil Rights Act of 1964, provided the legislative basis for bilingual education. Additionally, these two laws represent the development and defini-

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2/ According to DHEW/Office of Bilingual Education's "Rationale for Bilingual Education."

tion of two federal roles in bilingual education: (1) the civil rights compliance/enforcement activity, and (2) the capacity building role.[3/] These two roles have been further clarified and defined through subsequent administrative and judicial pronouncements.

2.4 ESEA TITLE VII - DEVELOPMENTAL OVERVIEW

With the enactment of the Bilingual Education Act of 1968, as part of P.L. 90-247, Congress declared it the policy of the United States to fund local education agencies to explore novel educational approaches to meet the needs of children of limited English-speaking ability. Funds were authorized for the development and operation of these programs in school systems with a high concentration of such children from low income families, and for personnel training purposes. As can be seen from the chart in Chapter 4, $117.9 million was spent between 1969 and 1973 under this Act, which became Title VII of the Elementary and Secondary Education Act; 88 percent of that amount was devoted to classroom projects, while 12 percent went for various special projects such as curriculum and dissemination centers.

The Office of Education established a Division of Bilingual Education to administer this Act. The preliminary programs funded under the '68 Act revealed a greater need for bilingual education than anticipated; a stronger federal effort in assisting state and local education agencies was indicated.

Thus, the 1974 Bilingual Education Act, enacted as part of the Elemen-

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[3/] As defined by the Under Secretary of the Department of Health, Education and Welfare, December 2, 1974 Memorandum pursuant to testimony before the General Subcommittee on Education and Labor.

tary and Secondary Education Amendments of 1974, P.L. 93-380, announced a broader national policy on bilingual education. The 1974 Act states that special educational provision must be made for persons of limited English-speaking ability, because there are significant numbers of such children with unique educational needs which can best be met by bilingual/bicultural educational methods and techniques. The law declares it to be U.S. policy to: (a) encourage bilingual educational methods and techniques and (b) fund state and local education agencies to develop and carry out such programs at the elementary and secondary level.

The 1974 Act broadened and clarified the federal role in bilingual education. The law authorizes discretionary grants to LEA's or to institutions of higher education applying jointly with LEA's for the development and operation of bilingual programs. These programs are sponsored in order to assist states and LEA's in meeting the educational needs of the target population and to demonstrate successful techniques by sponsoring programs eventually leading to the identification and dissemination of models of effective projects. In support of a capacity building role if the Federal Government, the law authorizes financial assistance: (1) to institutions for the purpose of training teachers and other program personnel; (2) to individuals who are studying to train teachers of bilingual education; (3) to develop and disseminate curricula and teaching materials; and (4) to foster innovation and reform of graduate education in the field.

These additional responsibilities are reflected in the law's establishment of a separate Office of Bilingual Education within the Office of Education. Of equal importance, to more nearly match the program's scope to its promise, 1974 marked a sharp increase in appropriations for Title VII. From the $33.2 million obligated in fiscal '73, funding increased to $67.2 million in '74, and $84.8 million in '75, the first effective year of the new Act, and to $97.8 million in '76. With its new legislative mandate and a stronger dollar commitment from the Congress, the Office of Bilingual Education, while continuing its funding of classroom projects, has embarked on a capacity building effort to provide the specialized research and development, information referral, and technical consultant services needed to support effective local projects. The National Network for Bilingual Education, now composed of 19 centers throughout the nation, was established. Materials development, resource training, and assessment and dissemination centers were funded to service and coordinate local efforts.

Similarly, to coordinate and focus future project efforts, the 1974 Act directed the National Institute of Education and the Office of Education to jointly undertake a program of research directed toward developing methods of measuring the success of individual projects, approaches, and the program as a whole. Consonant with the demonstration orientation of the program, the 1974 legislation reshapes the federal program to provide more comprehensive theoretical and evaluative underpinnings for bilingual education.

2.5 CIVIL RIGHTS COMPLIANCE/ENFORCEMENT ACTIVITIES

Litigation arising under Title VI of the 1964 Civil Rights Act, which bans discrimination in the operation of any federally assisted program stimulated the growth of bilingual education. Title VI of the Civil Rights Act states that participation in or receipt of the benefits of federally sponsored programs may not be restricted upon the basis of race, color or national origin. In Lau v. Nichols, 414 U.S. 563 (1974), the Supreme Court held that the failure of the San Francisco school system to provide English-language or other adequate instruction to 1800 Chinese American students who did not speak English denied them meaningful participation in the school program, and thus violated Title VI. The landmark decision for bilingual education directed the district to remedy the situation, although no specific remedy was mandated. In Serna v. Portales Municipal Schools, 499 F.2d 1149 (10th Cir. 1974), under facts similar to those in Lau, but with Spanish-speaking plaintiffs, the circuit court affirmed a district court order requiring the establishment of a bilingual/bicultural education program to remedy the consequences of past discrimination. The school system was ordered to offer courses in English as a second language, and to teach other courses in Spanish.

In Lau, the Supreme Court relied upon the interpretive guidelines published by the Office of Civil Rights four years earlier in 1970. At that time, a memorandum was issued to school districts "with more than five percent national origin-minority group children." This memo directed that, to be in compliance with Title VI of the 1964 Civil Rights Act, a district must:

1. Affirmatively act to remedy English language disabilities of minority children which exclude them from "effective participation" in school.

2. Avoid assignment criteria which are based upon English language skills.

3. Adapt ability grouping systems to meet the language skill needs of minority children as soon as possible; and

4. Adequately notify minority parents of activities normally called to the attention of other parents, if necessary by messages in their native language.

In 1975, the "five percent memo" was clarified and elaborated upon in the Office of Civil Rights' "Task Force Findings Specifying Remedies Available for Eliminating Past Educational Practices Ruled Unlawful under Lau v. Nichols." The Task Force Findings set forth the elements to be included in a remedial plan to be submitted by school districts which are found by OCR to be in non-compliance with Title VI. Such a plan should describe:

1. The method by which the district intends to identify the primary language(s) of its students;

2. The measures to be used in identifying each student's educational needs, and the appropriate program to meet those needs;

3. Its plans for implementing the educational programs indicated by the results of step two, such as bilingual/bicultural, transitional, or high intensive language training programs, for appropriate skill combinations and grade levels;

4. Show that its required and elective course offerings are not designed to have a discriminatory effect, e.g., by having the effect of unjustifiably channelling language minorities into certain courses;

5. Describe the district's plan to secure a sufficient number of qualified teachers linguistically and culturally familiar with the background of the target students to staff its instructional program, if necessary by training paraprofessionals;

6. Give assurances that implementation of the above steps will not create racially or ethnically identifiable schools or classes;

7. Describe its plans to effectively notify parents of affected children of activities which are called to the attention of other parents, in the appropriate language, and inform them also of relevant aspects of programs designed for their children; and

8. Describe the evaluation design(s) to be used to evaluate the educational success of the program, both in the process and as an end result.

The Task Force Findings clarified the previous Office of Civil Rights memo's phrase, "School Districts With More than Five Percent National Origin-Minority Group Children." This phrasing left some uncertainty as to whether the five percent figure should be calculated by separate nationalitites or languages, or cumulatively. Moreover, no definition was provided for the term "national origin-minority group children." The Task Force Findings adopt the term "student(s) whose primary or home language is other than English," a classification somewhat more easily determinable than that used earlier. Furthermore, the Task Force Findings declare that, while school systems retain an obligation to satisfy the educational needs of any student of non-English home language, due to staff limitations, the Office of Civil Rights will require Lau compliance plans only from those districts with twenty or more students of the same non-English home language.

The Office of Civil Rights has increased its Title VI school system compliance activities in recent years. For example, in 1973-74, 72 school districts, four percent of those with five percent or more linguistic minority children enrolled, were subjected to a compliance investigation. In 1975-76, over 300 districts were so investigated. Enforcement proceedings to terminate federal financing to non-complying systems have been successfully prosecuted.

Thus, the obligation to meet the needs of limited English speaking students has been established by the Supreme Court, and the circumstances under which it applies have been prescribed by the Office of Civil Rights.

2.6 DEFINITION AND RATIONALE FOR BILINGUAL EDUCATION

Definitions: The 1974 Bilingual Education Act defines a program of bilingual education as:

> "A program of instruction, designed for children of limited English-speaking ability in elementary or secondary schools, in which, with respect to the years of study to which such program is applicable -- there is instruction given in, and study of, English and, to the extent necessary to allow a child to progress effectively through the educational system, the native language of the children of limited English-speaking ability, and such instruction is given with appreciation for the cultural heritage of such children, and, with respect to elementary school instruction, such instruction shall, to the extent necessary, be in all courses or subjects of study which will allow a child to progress effectively through the educational system."

The philosophy of the Office of Bilingual Education regarding instructional approach expresses the practical implications of this definition:

> "The bilingual education technique makes use of two languages, English, and the one the child uses at home. This approach does not simply involve translation, but rather uses the languages interchangeably, one at a time, often at a different time of the day. The student drills in listening, speaking, reading, writing, and other academic skills, and learns the history and culture associated with both languages, acquiring the skills and knowledge necessary

> to academic development and progress, regardless of language. This does not suggest that it is to be considered as a compensatory effort. It does suggest, however, that instruction in English as a second language is a ncessary part of instruction but is not sufficient to establish an educational program. A bilingual education program recognizes the need to develop and maintain native language and cultural skills, it values language as a transmittal of culture. Thus, it is believed, the child progresses at the same pace as English-speaking children but without the devaluation of his/her culture and self-concept, developing both linguistically and cognitively."

Rationale: A number of theories on the educational advantages of utilizing a bilingual/multicultural approach have been proposed. Basically, according to these theories, a child from a non-English dominant background learns better in a bilingual/multicultural setting because of the positive effect this environment has on the cognitive and/or affective domain.

Theories which stress the affective domain generally point out that use of the native language and culture of the student as instructional modes formally supports and validates the child's own cultural traditions and values. This formal recognition of the child's self-worth gives the child self-esteem and confidence. The child will generally be more motivated to learn because he/she will approach school with confidence in his/her abilities to face demanding tasks, rather than with fear and anxiety, which inhibit intellectual growth.4/

4/ For a more complete discussion of these concepts, see A Better Chance to Learn: Bilingual/Bicultural Education, U.S. Commission on Civil Rights, Clearinghouse Publication 51, May 1975.

The cognitive approach stresses the necessity of utilizing the native language and culture as tools for skills acquisition. The Commissioner's Report to Congress discusses the pedagogical rationale for bilingual education. It notes that many informed educators believe that a child learns to read more rapidly in a second language if he/she is first taught to read in the dominant language; and that the child achieves a greater general knowledge of other subject matter in the school language if first taught these subjects in the native language. The rationales for this opinion range from the axiomatically simple to complex linguistic, cognitive, and psychological theories of learning. Simply, children progress more effectively through school if they are familiar with the medium of instruction. A more complex linguistic argument posits that language is part of a total conceptual framework for viewing the world; and that learning a new language entails learning a new conceptualizing construct. This imposes a nearly impossible double task on the non-English dominant child attempting to learn basic skills.

A number of psychologists and educational theorists believe that children learn basic skills in a certain unchangeable order, and that each successive skill is based upon preceding skills. For example, the skill of reading must be preceded by the skills of good visual and aural discrimination, a wide range of vocabulary, knowledge of sentence structure and exposure to the language. Non-English dominant children may have these skills relative to their own language. Thus, the skill of reading should be imparted in the language and culture in which the child is most advanced, rather than "handicapping" the child by attempting to teach the skill in a language for which he/she has no tools.

There are numerous additional theories and rationales for bilingual education, and it is not within the scope of this report to discuss them. It is sufficient to note the trends of thought which have influenced legislative and judicial approaches to the issue. The 1974 Act mandates additional research in the field of bilingual education, which will produce more objective data and theoretical bases for bilingual education. Completed and ongoing studies in this area, which will be presented in full in the 1977 Commissioner's Report, will be discussed in Chapter 7.

3.0 NEEDS OF THE BILINGUAL POPULATION

The National Advisory Council is required by Congress to report on activities to assess the educational needs of persons of limited English-speaking ability. This chapter provides data which is currently available concerning this mandate; it summarizes surveys which are in progress to be available for the 1977 Commissioner's report; and it indicates, through Council recommendations and hearings testimony, the perceived needs of the bilingual population. The major areas of interest are: the determination of the number of limited English-speaking persons, manpower needs, and materials needs.

The results of the studies and surveys described in this chapter will provide statistical data concerning the needs of the bilingual population. To appreciate the actual situation which these figures represent, the testimony at the public hearings (Appendix B) would be considered. The Advisory Council offers a number of recommendations designed to address these needs. Witnesses at the public hearings also expressed suggestions related to the needs of the bilingual population.

3.1 NATIONAL ADVISORY COUNCIL RECOMMENDATIONS

The National Advisory Council presents the following recommendations to the Office of Bilingual Education regarding the needs of the bilingual population:

- The Council recommends that the Office of Bilingual Education set the following as an important funding area: bilingual/multicultural training for educational counselors and special educators to provide a more complete program for students participating in bilingual/multicultural programs.

- The Council recommends that the Office of Bilingual Education place greater emphasis in its capacity building mode to include the following:

  (a) the preparation of bilingual teachers and paraprofessionals,

  (b) materials development and dissemination, and

  (c) development of adequate testing methods and instruments for children of limited English-speaking ability

3.2 PUBLIC HEARINGS TESTIMONY

Witnesses at the public hearings described extensive needs. Although practitioners from different regions placed varying emphases upon these needs, the following opinions were generally shared:

- More programs should be implemented for the training of bilingual teachers and paraprofessionals, both in-service and pre-service. Witnesses of every language group concurred that the shortage of properly trained teachers is a serious problem, and additional efforts should be undertaken to solve it.

- The development and dissemination of materials should be expanded. Teachers of all language groups need adequate curriculum and materials. Secondary level vocational and career education materials for children who enter the system at a secondary level, and virtually all types of materials for Native American and Asian American children at all levels, are in immediate demand, according to testimony.

- Adequate testing methods for non-English dominant children should be developed. Although it was noted that some work is occurring in this area, more tests are needed in order to validate bilingual programs and to aid in the placement of children. There is a particular demand for acultural intelligence and skills tests, diagnostic and prescriptive tests for the non-English dominant, and tests to measure bilinguality.

3.3 ESTIMATED NUMBER OF PERSONS OF LIMITED ENGLISH-SPEAKING ABILITY

The Commissioner of Education is charged, by Section 731(c)(1)(A) of the Bilingual Education Act, as amended by P.L. 93-380, with the responsibility of reporting to Congress, on or before July 1, 1977, the results of a survey of the number of persons of limited English-speaking ability in the nation and the extent to which their educational needs are being met by current program efforts. In addition, he is to generate a five year plan to begin on that date, together with cost estimates, for extending bilingual education to all phases of the limited English-speaking population, including necessary personnel training. Section 501(b)(4) of P.L. 93-380 directs the National Center for Educational Statistics to conduct a survey of the number of limited English-speaking children and adults. NCES, in cooperation with the Office of Education, has undertaken The Bilingual Supplement to the Spring 1976 Survey of Income and Education in order to fulfill this mandate. Preliminary to this, NCES has recently completed a Survey of Languages supplement to the July 1975 Current Population Survey. Results of this study will be reported herein. In addition, to fulfill the other mandates of the legislation concerning resources necessary to fulfill the educational needs of persons of limited English-speaking ability, the Office of Education has requested NCES to undertake two surveys regarding the status of the teacher shortage, and two surveys regarding state and local education agencies' efforts to satisfy the needs of the target population. The Survey of State Education Agencies and the SIE Pupil Survey will be discussed in Chapter 6; the other surveys will be discussed here as they relate to the issues.[5]

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[5] For a more detailed discussion of methodology and/or results of the surveys covered in this section, see The Commissioner's Report on the Condition of Bilingual Education in the Nation, 1976.

Results from the Survey of Languages, conducted in July 1975 as a supplement to the Current Population Survey, provide estimates of the numbers of persons of limited English-speaking ability in the nation. In order to accurately assess the meaning of these figures, it is necessary to review the method by which they were reached.

The Current Population Survey is conducted monthly by the Census Bureau on behalf of the Bureau of Labor Statistics, and seeks to generate national estimates of labor force characteristics. Approximately 42,000 households, selected by stratified sample, are polled in person by trained interviewers. The Survey of Languages consisted of a series of questions concerning language use which were appended to the regular Current Population Survey inquiries concerning labor force status of household members. Specifically, these questions related to the primary and secondary languages spoken in the household, the birthplace and usual language of each member of the household.

The Survey of Languages served two purposes: first, it piloted sampling and questioning techniques to be further refined and utilized in the larger Bilingual Supplement to the Survey of Income and Education. Second, it produced the first "hard" data concerning the number of limited English-speaking persons and their distribution by age, geography and language. While these data are necessarily preliminary and subject to substantial revision upon the completion of the Bilingual Supplement, they at least provide a sense for the magnitude of the population to be served.

In the Bilingual Education Act, Congress identified three classes of persons who *may* be of limited English-speaking ability: (1) those not born in the United States; (2) those whose native language is other than English; and (3) those "from environments where a language other than English is dominant." The number of persons possessing one or more of these characteristics constitutes the outer boundary of the target population; while all those contained within the three categories do not necessarily "have difficulty speaking and understanding instruction in the English language," the problems of those who do not fall within one of the three groups are not addressed by bilingual education. While the first two clauses of the Congressional definition are objectively stated and easily determinable, the third, those "from environments where a language other than English is dominant," is subject to several definitions. The approach taken by the Survey was that the household was the best indicator of the environment.

Two estimates of the target population may be gleaned from the results of this survey.[6] A high estimate includes all the persons who fall into the following categories:

1.	Persons who usually speak a language other than English	7,255,000
2.	Persons (other than the above) who live in households where the usual household language is not English	1,287,000
3.	Persons (other than the above) who live in households where the usual household language is English but another language is spoken	15,836,000
4.	Additional foreign-born persons	3,311,000

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[6] Figures from the *Commissioner's Report on the Condition of Bilingual Education in the Nation, 1976*.

5.	All others for which non-English is the usual household language, the individual language, or who are foreign-born	231,000
6.	Persons for whom the usual household and individual language was not reported, but who live in a household where a non-English language is spoken and who are native-born	735,000
		28,655,000

While these figures almost certainly include all persons of limited English-speaking ability, it is likely that they also contain a significant number of persons with no English impairment.

A low estimate includes the following categories:

1.	Persons who usually speak a language other than English	7,255,000
2.	Persons (other than the above) who live in households where the usual language is not English	1,287,000
3.	Foreign-born persons not included above	6,424,000
4.	All others for which non-English is the usual household language, the individual language or who are foreign-born	231,000
		15,197,000

Note that the most significant difference between the two figures is the inclusion in the first, and exclusion from the second, of individuals living in households where the "usual" language is English, but another language is spoken. While this estimate may therefore exclude some persons of limited English-speaking ability, the Commissioner's Report chooses the low figure as the basis for current approximations, as it seems to correspond more closely to the Congress's definition.

The total figures of the two charts distribute by age group as follows:

Age	Broad Definition	Narrow Definition
4 - 5	978,000	481,000
6 - 18	7,172,000	3,118,000
19 and over	20,506,000	11,597,000
	28,656,000	15,196,000

From these figures, it may be concluded for current purposes that the boundaries of the target population -- those limited English speakers of preschool, elementary and secondary age -- range between a broad figure of 8.15 million to a narrow figure of 3.6 million.

Responses concerning the language(s) spoken in the household provide rough figures for the distribution of the target population across linguistic groups. Without detailing the distribution across age brackets and languages, it suffices to observe that, relying upon the "narrow estimate", Spanish is the overwhelming language within all ages. Persons of Spanish household backgrounds constituted 49 percent of the narrow estimate group and 69 percent of those of school age within that group.

The Bilingual Supplement to the Spring 1976 Survey of Income and Education will supply the bulk of the data on needs assessment required by Congress in the Bilingual Education Act. It was administered in Spring of 1976 as an addition to the Survey of Income and Education, an annual poll of over 190,000 households mandated by Section 822(a) of P.L. 93-380. The bulk of the Survey of Income and Education sought information concerning numbers and characteristics of children in poverty. To those questions, two additions were made. The first contained the inquiries in the 1975

Survey of Languages Supplement to the Current Population Survey, further refined on the basis of that pilot survey. Second, the MELP, or Measure of English Language Proficiency, developed by the Center for Applied Linguistics under contract with NCES, tested respondents who, because of previous answers, were thought to be of potentially limited English-speaking ability. The resultant data will, for the first time, provide reliable estimates of the numbers of persons actually of limited English-speaking ability, rather than those who merely fall into the initial Congressional qualifications. Data from the Bilingual Supplement, which has not yet been fully processed and made available at this writing, will provide state by state distributions of numbers of limited English-speaking children, ages 4 to 13, arrayed by age group and linguistic background.

To ensure maximum usefulness of the Bilingual Supplement to the Survey of Income and Education, NCES has undertaken coordination efforts on two fronts. In the development stage, questions, format and sampling technique were coordinated throughout the HEW Bilingual Education Coordination Council and the OE task force, chaired by a representative of the Office of Planning, Budgeting and Evaluation, responsible for the Commissioner's 1977 Report. To provide each state education agency with a working knowledge of the design, content and potential of the SIE and its supplements, NCES offered a two-day seminar for SEA personnel. With this technical assistance, the states will be prepared to understand and utilize the data as they appear, beginning in March of 1977, and will know the inferences which may properly be drawn from, and the limitations of, that data.

The National Center for Educational Statistics plans to continue its supportive research in bilingual education. Currently under consideration is a study to determine the degree of overlap among a number of legislatively defined child target groups (including the poor, migrant, dropouts, limited English speakers, the handicapped, etc.). The data produced by such a study, if undertaken, would support further coordination efforts by identifying promising areas of cooperation of those target groups with the largest overlap among programs.

3.4 MANPOWER NEEDS

The Commissioner's Report on the Condition of Bilingual Education estimates that 129,000 teachers are required to fulfill the needs of the bilingual target population. The Commissioner's Report bases this estimate upon the 3.6 million children who are narrowly defined by the 1975 Survey of Languages Supplement to the Current Population Survey (discussed above), as being in need of bilingual education; and on statistics of average teacher/pupil ratios, average English dominant/non-English dominant ratios in bilingual classrooms, and average numbers of bilingual teachers currently engaged in secondary schools. The Commissioner's Report cautions that this figure is imprecise, both because it is based upon a preliminary estimate of the target population, and because no reliable count of teachers currently employed is available. Thus, the 129,000 figure broadly estimates total teachers needed, not reduced by teachers already in bilingual classrooms or persons training for bilingual/bicultural certification. The greatest proportion of teachers are needed in elementary classrooms -- 108,852; the largest single language group is Spanish -- 78,283. Smaller but significant numbers of teachers are needed for Asian American and other Indo-European languages (including, in order of size, Italian, German, Filipino, Chinese, French, Korean, Greek, Portuguese, and Japanese). Significantly, the Commissioner's Report estimates the 24,979 teachers are needed for language groups under the category "Other," suggesting that, for at least the 34 language groups funded under Title VII and not listed above, bilingual teachers are needed. The ten major language groups mentioned, according to the Commissioner's Report, "are of sufficiently large numbers as to merit special programs designed to prepare bilingual education teachers."

To obtain the more precise definition of manpower needs and available human resources needed for the 1977 Commissioner's Report to Congress, NCES, in coordination with the Office of Education, has undertaken two surveys. One, the Institutions of Higher Education Survey, will provide estimates of the number of teachers and other educatioanl personnel currently in training for bilingual education positions. The other, the Survey of Teachers' Language Skills, will estimate the number of classroom teachers currently in bilingual assignments and the number of certified teachers with second language fluency, and thus the potential to teach in bilingual classrooms. This data, combined with the results of the Bilingual Supplement to the Spring 1976 Survey of Income and Education, will provide a better estimate of the teacher shortage and the costs of alleviating the shortage.

3.5 NEEDS FOR INSTRUCTIONAL MATERIALS

While no comprehensive bibliography of bilingual instructional materials is yet available, most sources agree that more and better texts and curriculum materials, in a wider range of languages, subjects and grade levels, are needed. While the problem has eased somewhat in recent years for Spanish-targeted projects, an acute shortage of materials for the other, smaller linguistic groups continues. For these non-Hispanic tongues, the problem is twofold: first, the potential market for materials is too small to persuade commercial publishers to make the substantial investment of development; second, where appropriate materials exist, perhaps because of government funding, interested persons may not be able to learn of them or obtain them, because of inadequate coordination of available information.

To generate the needed information concerning available and soon to be available materials, and to aid intelligent allocation of development resources, two studies have been undertaken. The first, recently completed by the Educational Products Information Exchange Institute under contract with NIE, will provide a "Buyer's Guide," with description and analysis, of bilingual educational materials available in five languages. Complementing this effort, the Office of Education in July of 1976, contracted for a Study of the State of Bilingual Materials Development, to include a compendium of materials available and under development in twelve languages. In addition, this study will identify gaps in the present inventory of materials and critically assess current methods of field testing and disseminating materials. The results of this study will be reported to Congress in the 1977 Commissioner's Report.

Additionally, nine Materials Development Centers, most of them less than two years old, are developing products for a broad assortment of target languages and subjects (See Table 1). As the National Network

TABLE 1

MATERIALS DEVELOPMENT CENTERS 1975-76

COMPLETED & IN-PROGRESS MATERIALS

Site	Language	Materials Available	Status	Dissemination Status
1 - Arizona Materials Development Center	Spanish	2 teacher training manuals	Completed	unpublished
		1 booklet - "Developing & Learning Through Motor Coordination"	Completed	DACBE available
		Teacher Training K - 3		
		1 - Reading in Spanish	1-pilot testing	unpublished
		2 - Self Concept	2-pilot testing	
		3 - Language Arts	3-writing	
		4 - Instruction	4-writing	
		5 - Math in Spanish	5-planning	
		6 - Science in Spanish	6-planning	
		7 - Social Studies in Spanish	7-planning	
		8 - Paraprofessional	8-planning	
		9 - Parent	9-planning	
		10 - Philosophy of Bilingual Education	10-writing	
2 - California Polytechnic, Pomona, California	Spanish	1 - 2 teacher's manuals		
		a) Language Development in a Bilingual Setting	written 5/76	unpublished
		b) Curriculum Development in a Bilingual Setting	pilot 6/76	
		2 - Designs for Social Studies Curriculum 7 - 12	pilot	
		3 - Science Curriculum Grade 9	pilot 9/76	unpublished
3 - Spanish Curricula Development Center Miami, Florida	Spanish	1 - Interdisciplinary Education Kits: Language Arts, Social Studies, Science/Math, Fine Arts, Spanish as a Second Language, Criterion Reference Tests; Grades 1 - 3	Revision in Progress	Available through DACBE - 1976
		Same subjects		
		Grade 4	Pilot	Completed 77 - 79
		Grade 5	Writing	Completed 78 - 80
		Grade 6	Planning	Completed 79 - 81
4 - Asian American Bilingual Center Berkeley, Cal.	Chinese	Integrated Curriculum: Reading/Language Arts, Math, Social Studies, Science & Fine Arts		
		Gr. pk - 1	1-Writing & Pilot 7/76	Completed 1979
		Gr. 2 - 3	Design	Completed 1979
	Filipino Japanese	Gr. k - 1	Writing & Pilot	Completed 1979
	Korean	Gr. 2 - 3	Design	Completed 1979
	Samoan	Gr. pk - 3	Design 3/76	Completed 1980
5 - National Materials Development Center for French and Portuguese	French	1 - Gr. k-6 Adaptation of existing materials French Language, French Reading, Social Studies, Math, Science, Arts	Planning	1 - Gr. k-1, available 1977 Gr. 2, available 1978 Gr. 3-4, available 1979 Gr. 5-6, available 1980
		2 - Readers, 3 - 6	Pilot 6/76	2 - Gr. 3, available 1977 Gr. 4, available 1978 Gr. 5, available 1979 Gr. 6, available 1980
		3 - Development of new Materials: 1) Social Studies 7 - 12 2) French Language, Arts & Literature, 8 - 12 3) Vocational Materials, 7 - 12	Pilot 1 & 2, 6/76	3 - available yearly from 1976-1982

TABLE 1 (Continued)

		4 - Teacher Training		
		1-Bibliographics	Pilot 6/76	Available 9/76
		2-Resource Guides	Pilot 6/76	Available 9/76
		3-Courses & Workshop Guides	Planning	
		a) Social Studies		a) Available 1977
		b) Cross-cultural Ed.		b) Available 1977
		c) Diagnosis of Student Needs		c) Available 1977
		d) Culture of Franco-phone		d) Available 1978
		e) Career Awareness		e) Available 1978
		f) North American-French Language		f) Available 1979
		g) North American-French Literature		g) Available 1979
		h) Community Awareness		h) Available 1980
		i) Vocational Education		i) Available 1980
	Portuguese	Grades 3 - 6		
		1) Readers	Pilot 6/76	1) Grade 3 6/76 through Grade 6, 1980
		2) Portuguese Language	Pilot 6/76	2, 3, 4) Grade 3 - 1977
		3) Social Studies	Planning	Grade 4 - 1978
		4) Portuguese as a Second Language	Pilot 6/76	Grade 5 - 1979 Grade 6 - 1980
		Grades 7 - 12 Portuguese Language & Literature	Planning	Grade 7 - 1977 Grade 8 - 1977 Grade 9 - 1978 Grade 10 - 1978 Grade 11 - 1979 Grade 12 - 1980
6 - Native American Materials Development Center	Navajo + four Native American languages by 1981	Reading, Math, Science 4 - 6 in Navajo	Planning	Limited products will be available by April, 1976. They will not be tested by then
7 - Bilingual Materials Development Center* Fort Worth, Texas	Spanish	Math, Science, Communication skills-Spanish & English, Fine Arts, Social Studies; Gr. 6-9	Planning & Writing	Grade 6 - 1979 Grade 7 - 1981 Grade 8 - 1980 Grade 9 - 1982
*(subcontracted to Lafayette, La.)	French	Social Science, Language Arts, Holidays - Grade 6	Planning & Writing	6/76
8 - Northeast Center for Curriculum Development New York, N.Y.	Spanish	Language Arts, Social Studies, Art, Literature, Career Education, Grades 6-9	Grade 6-Writing Grade 7 - 9, Planning	Grade 6 - 1977 Grade 7 - 1978 Grade 8 - 1979 Grade 9 - 1979
	Italian	Language Arts, Social Studies, Science, Fine Arts, Math, CRT, Grade k - 3	Grade k - 1, Writing Grade 2 - 3, Planning	k - 1977 1 - 1978 2 - 1979 3 - 1979
	Greek	Language Arts, Social Studies, Fine Arts, Science, Math, CRT, Grade k - 3	Grade k - 1, Writing Grade 2 - 3, Planning	k - 1977 1 - 1978 2 - 1979 3 - 1979
9 - Midwest Materials Development Center	Spanish	Social Studies, Language Arts, Folklore, Grade 3 - 6	Grade 3 - Adapting existing materials Gr. 4 - Writing Gr. 5 - Planning	3 - 1977 4-5 - 1978

of which these Materials Development Centers are a part established itself, (See Chapter 4) more systematically developed and reliable materials will be produced through the process of field testing, evaluation, production and dissemination. In 1976, seven million dollars was spent under Title VII to support these Materials Development Centers alone, in addition to the necessary corollary functions of Dissemination and Assessment Centers and Resource/Training Centers, which orient users in available resources and their proper use.

Efforts are underway to establish a National Clearinghouse of Bilingual Education. The Bilingual Education Act of 1974 directed OE and NIE to jointly establish such a Clearinghouse to collect, analyze and disseminate information about bilingual education and related programs. When established, the Clearinghouse will alleviate the current situation of some projects operating without adequate instructional materials which do exist, because they lack information regarding materials availability.

4.0 OFFICE OF EDUCATION/OFFICE OF BILINGUAL EDUCATION-ADMINISTRATION, OPERATION, ACTIVITIES

The National Advisory Council is mandated to report to the Congress on the administration and operation of ESEA Title VII. This chapter contains a summary of activities currently being funded under Title VII, a discussion of the administration and operation of the Office of Bilingual Education, and a report on action which was taken by the Office of Education/Office of Bilingual Education as a result of last year's Advisory Council recommendations. These components provide a comprehensive perspective on the activities and administration of Title VII, and as such, present a framework from which to consider Council recommendations and testimony given at the public hearings.

4.1 NATIONAL ADVISORY COUNCIL RECOMMENDATIONS

To facilitate the functioning of the Office of Bilingual Education, the National Advisory Council recommends that Congress consider the following legislative change:

- The Council recommends that Congress authorize additional personnel for the Office of Bilingual Education to enable the Office of Bilingual Education to carry out such activities as are needed to effectively monitor the substantially increased number of projects that are being funded. These monitoring activities would aid all projects in achieving their intended goals, and aid the Office of Bilingual Education in assessing the degree to which a project is succeeding.

- The Council recommends that the Congress amend P.L. 93-380, striking the low income criteria in as much as limited English speaking ability as defined in P.L. 93-380 is not related to nor dependent upon income levels.

- The Council strongly recommends a legislative change making it a Presidential Council and empowering it to employ its own staff enabling the Council to fulfill its responsibility mandated by P.L. 93-380. This becomes particularly imperative in view of new requirements in Section 732(c) of the Act for studies and research.

The Council additionally recommends that the Office of Bilingual Education consider the following operational changes:

- Additional technical assistance should be provided by the Office of Bilingual Education. This assistance should be provided through regional workshops stressing participation of new applicants. A design should be formulated to ensure that these workshops are conducted annually in each of the 10 DHEW established regions.
- The Council recommends that multilingual models be developed for dispersed and diverse populations. These models should reflect patterns of population in which the number of students in one language group is not sufficient to qualify for funding, but there are sufficient numbers of non-English dominant students of various languages to warrant a bilingual program.

4.2 PUBLIC HEARINGS TESTIMONY

Witnesses at the public hearings presented a number of suggestions for improved delivery of services to target populations by the Office of Bilingual Education (For a detailed discussion of these recommendations, see Appendix B). The major issues concerning the administration and operation of the Title are as follows:

> The Office of Bilingual Education should include fair representation of target groups in decision-making positions. Both Native American and Asian American groups felt the diversity of cultures represented under the umbrella categories "Asian" and "Native American" was not sufficiently appreciated in Washington. It was believed that appropriate representation in decision making proposal reading, and program evaluation positions would ameliorate the situation.

- Current Title VII Programs should be more closely monitored. A number of witnesses felt that the positive values of bilingual education could be undermined by a poorly administered project. If true commitment to bilingual education is absent in a school district, the program risks sponsoring resegregation and a resurgence of racial bias under the pretense of bilingual education.

- The Title VII Regulations should be expanded to include additional populations, including various Native American groups and other language groups whose "academic" vocabulary is insufficient. It was suggested that many children whose Native American language has been "interfered with" by English dominance of their society are nevertheless unable to relate to the dominant English dialect and culture utilized in the school systems. It was recommended that the definition of persons of "limited English-speaking abiltiy" as being from "environments where a language other than English is dominant" be expanded to include those who are substantially linguistically deprived because of interference with their native tongue, and whose learning ability is thereby impaired, regardless of the language dominant at home. Alternatively, the word "English" could be applied to mean a certain level of competence in the societally dominant dialect of English.

- Regulations should be made more flexible to include dispersed populations. Many children in need are not present in sufficient numbers in a school district for it to receive Title VII funding. The Office of Bilingual Education should consider a more flexible policy to accommodate these students, either through encouragement of joint projects among language groups or school districts, or through the implementation of model programs and innovative strategies which deal with this problem.

- Wording of regulations should be clarified and simplified; and distribution to interested parties should be facilitated. It was suggested that many affected persons, particularly in remote areas, have difficulty in applying for grants because of the short time allotment and the bureaucratise involved. It was suggested that in order to grant funding on the basis of need rather than grantmanship, more time should be alloted, guidelines should be clarified and made more accessible and/or technical assistance should be provided.

4.3 CURRENT ACTIVITIES UNDER P.L. 93-380 ESEA TITLE VII

Under Title VII of P.L. 93-380, the Elementary and Secondary Education Amendments of 1974, the Office of Bilingual Education is entrusted with the primary federal responsibility in bilingual education. Title VII is designed to assist state and local education agencies in developing the human and informational foundation necessary to provide equal educational opportunity to children of limited English-speaking ability. To that end, the Office is authorized to fund local and state education agencies and institutions of higher education for:

1. The establishment, operation and improvement of bilingual education programs;
2. Auxiliary and supplementary community and educational activities, including adult, parent and preschool programs;
3. The establishment, operation and improvement of preservice training programs;
4. The planning, development, and delivery of technical assistance to any of the above programs.

Additionally, from funds appropriated under this title, the Commissioner is authorized to make payments to the Secretary of the Interior to carry out programs of bilingual education for Indian children on reservations served by elementary and secondary schools operated by the Department of the Interior.

As can be seen in Table 2 (p. 38), Title VII has experienced a constant, and in recent years, accelerating growth in appropriations. Appropriations have risen from the start-up level of $7.5 million in fiscal 1969 to their current high of $97.8 million in fiscal 1976.[7]

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[7] As of this writing, the House and Senate have fixed the funding level at $115 million for fiscal '77, $25 million more than the $90 million requested in the President's Budget.

More important than the simple rise in dollars allocated, however, is the broadened scope of the program brought about by the 1974 Amendments. As illustrated on the right-hand side of Table 2, the 1974 Act for the first time authorized program activities devoted to support functions. In the succeeding two years, funds have been devoted to preservice traineeships, graduate fellowships, program development, resource/training centers, and materials development, assessment and dissemination centers, as well as to sponsoring classroom projects.

Local Education Agencies

Grants are made to local education agencies for the development, establishment, and operation of classroom projects of bilingual education and the delivery of auxiliary community educational services. These projects seek to pioneer educational methods appropriate to various linguistic and cultural target groups, while serving the immediate needs of the target populations.

LEA's, as well as other applicants, apply directly to the Office of Education for grants. Funds are granted to LEA's to carry out a classroom project on the bases of need, quality of the proposed educational approach, and quality of administrative and evaluative plans.

Every LEA classroom project must provide for participation of nonpublic school children and involvement of parents and other community members.

In fiscal year 1975, 319 LEA classroom demonstrations were funded

TABLE 2

OFFICE OF BILINGUAL EDUCATION

U.S. OFFICE OF EDUCATION

Funding History of ESEA Title VII Bilingual Programs 1969-1976

	1969	1970	1971	1972	1973	1974	1975	1976 (Estimates)
TOTAL AUTHORIZATION	$30,000,000	$40,000,000	$80,000,000	$100,000,000	$135,000,000	$135,000,000	$135,000,000	$140,000,000
TOTAL APPROPRIATION	$ 7,500,00	$21,250,000	$25,000,000	$ 35,000,000	$ 45,000,000	$ 58,350,000	$ 85,000,000	$ 97,770,000
TOTAL SUPPLEMENTAL AMOUNT	0	0	0	0	0	$ 8,000,000	0	
TOTAL OBLIGATED FOR PROGRAMS	$ 7,469,966	$21,185,110	$24,863,846	$ 33,506,433	$ 33,249,418	$ 67,235,681	$ 84,825,274	$ 97,770,000
TOTAL NUMBER OF PROJECTS	76	131	164	217	209	380	319	400
AVERAGE COST PER PROJECT	$ 98,289	$ 162,000	$ 155,318	$ 154,407	$ 159,088	$ 176,936	$ 165,630	$ 156,250
TOTAL OF CHILDREN SERVED	26,521	51,918	83,748	108,816	129,380	339,595	162,124	191,718
AVERAGE PER PUPIL COST	$ 282.00	$ 408.00	$ 297.00	$ 308.00	$ 257.00	$ 198.00	$ 326.00	$ 326.00
TOTAL INSERVICE COSTS	0	0	0	0	0	0	$ 5,245,416	$ 9,375,000
NUMBER TRAINED	0	0	0	0	0	0		25,000
AVERAGE COST PER TRAINEE	0	0	0	0	0	0	$ 375.00	$ 375.00
TOTAL FOR PRE-SERVICE TRAINEESHIPS	0	0	0	0	0	0	$ 6,546,000	$ 2,995,000
NUMBER TRAINED	0	0	0	0	0	0	3,273	856
MAXIMUM COST PER TRAINEE	0	0	0	0	0	0	2,000	3,500
TOTAL OBLIGATED FOR GRADUATE FELLOWS	0	0	0	0	0	0	$ 3,000,000	$ 4,000,000
NUMBER OF RECIPIENTS	0	0	0	0	0	0	474	500
MAXIMUM AWARD	0	0	0	0	0	0	$ 6,000	$ 8,000
TOTAL FOR PROGRAM DEVELOPMENT	0	0	0	0	0	0	$ 3,790,000	$ 4,000,000
NUMBER OF AWARDS	0	0	0	0	0	0	35	40
MAXIMUM AWARD	0	0	0	0	0	0	$ 108,312	$ 100,000
TOTAL FOR RESOURCE CENTERS	0	0	0	0	0	0	$ 3,560,583	$ 5,000,000
NUMBER OF CENTERS	0	0	0	0	0	0	7	13
AVERAGE AWARD	0	0	0	0	0	0	$ 508,655	$ 382,000
TOTAL FOR MATERIAL DEVELOPMENT & ASSESSMENT & DISSEMINATION CENTERS	0	0	0	0	0	0	$ 6,270,102	$ 7,000,000
NUMBER OF CENTERS	0	0	0	0	0	0	12	18
AVERAGE AWARD	0	0	0	0	0	0	$ 522,509	$ 389,000

With the exception of the authorization and appropriation, all totals are estimated figures.
These are estimated figures of children served.

under Title VII for a total of $52,836,176. The Demonstrations covered 44 languages, including 17 Native American, 17 Asian and Pacific, and 10 Indo-European languages. It is estimated that a total of 162,124 students were served by these demonstrations. For FY 1976, it is estimated that 400 classroom projects have been funded.

Capacity Building Strategy

According to the Commissioner's Report on Bilingual Education, the Department of Health, Education and Welfare has designated capacity building as a priority of the federal role in bilingual education. This priority refelcts the past experience of the programs' operation since 1969, and the results of formal evaluations conducted at the federal and local levels. It has been noted that two critical resources for the effective implementation of bilingual programs are in severe shortage: teachers and curriculum materials. Thus, the Office of Bilingual Education has developed a capacity building strategy, which entails the use of significant amounts of Title VII program resources to: (1) encourage the training of teachers and teacher-trainers; and (2) promote materials development, dissemination, and technical assistance aspects of the national program.

Teacher Training: The Education Amendments of 1974 place high priority upon training needs by reserving, for each year of the five year life of the Act, $16 million of the first $70 million appropriated under Title VII, and one-third of any additional monies, for training purposes. It is estimated that 129,000 teachers are required to adequately meet the needs of the non-English dominant population.[8] Currently, there are no precise estimates of the number of qualified teachers available; however, program experience indicates a sizeable shortage.

The Office of Bilingual Education has developed two basic approaches to increase the number of qualified bilingual/multicultural teachers: (1) providing grants for direct teacher training; and (2) providing grants for building the capacity of institutions of higher education to train teachers.

The majority of Title VII training funds are used for pre-service or in-service training. In-service training is mandated by the 1974 Bilingual Education Act, in that 15 percent of each LEA grant must be spent on training personnel involved in each project. In this way, each classroom project develops a pool of skilled educational personnel, available for future employment in that or another school system. Under this provision, $5.2 million was spent in 1975 to train approximately 14,000 administrators, counselors, parents, teachers, and aides; while it is estimated that $9.4 million was spent in 1976 to train 25,000 persons.

Traineeship stipends and graduate fellowships comprise pre-service training appropriations. Traineeship stipends are awarded through LEA's to assist recipients in obtaining degrees or accreditation in bilingual

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8/ See Chapter 3 for the basis of the estimate and complete discussion of current needs assessment efforts.

education. In 1975, 3,273 of such traineeships were awarded; it is estimated that in 1976, 856 stipends were awarded. Graduate fellowships provide assistance to doctoral or masters degree candidates in bilingual education. This program is capacity building in that it provides for future trainers of teachers. In 1975, 474 fellowships at a cost of $3 million were awarded through 30 universities. 1976 estimates indicate that $4 million has been awarded to 670 persons through 38 institutions in the United States.

The Office of Bilingual Education increases the capacity of institutions of higher education to train bilingual teachers by sponsoring the establishment and improvement of bilingual education departments through program development grants. In 1976, it is estimated that 40 such grants have been awarded to institutions, for a total cost of approximately four million dollars.

National Network for Bilingual Education: In recognition of the bilingual educator's need for material and technical assistance, the Office of Bilingual Education has created the National Network for Bilingual Education (See Table 3). The Network consists of 19 Centers of three types, whose role is to provide the specialized resources needed by SEA's, LEA's, and IHE's implementing bilingual projects throughout the nation. Each type of center performs a separate function in the network, and the centers interrelate with one another at a number of junctions. The Network has been in place for a year and is still expanding; it is expected to become a valuable resource for the bilingual education practitioner.

TABLE 3

TITLE VII NATIONAL NETWORK FOR BILINGUAL EDUCATION - 1975-76*

Center	Location
Assessment and Dissemination Centers	
1. Assessment and Dissemination Center for Bilingual Education	Austin and San Antonio, Texas
2. National Assessment and Dissemination Center	Fall River, Massachussetts
3. Dissemination/Assessment Center	Albuquerque, New Mexico
Resource Centers	
1. Regional Cross-Cultural Resource and Training Center	Brooklyn, New York
2. Resource Center at the Institute for Cultural Pluralism	San Diego, California
3. BABEL-CIMA Resource Center	Berkeley, California
4. Bilingual Resource Center	Lafayette, Louisiana
5. Southwest Bilingual Resource Center	University of New Mexico
6. Midwest Resource Center	Arlington Heights, Illinois
7. Multi-Lingual Multi-Cultural Resource Center	Providence, Rhode Island
Materials Development Centers	
1. Spanish Curricula Development Center	Miami, Florida
2. Bilingual Materials Development Center	Fort Worth, Texas

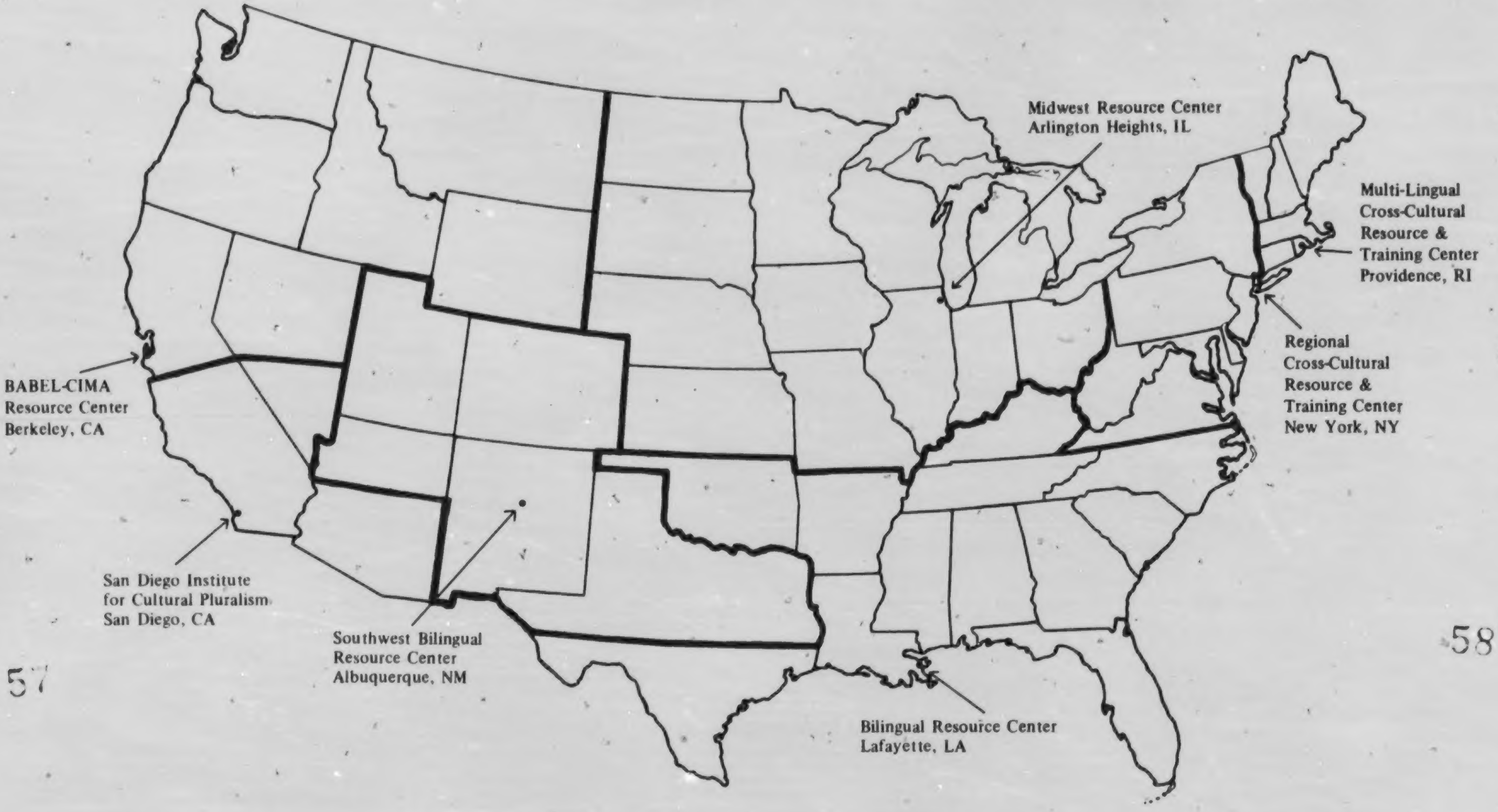
Materials Development Centers (continued)

3.	Asian American Bilingual Center	Berkeley, California
4.	Northeast Materials Development Center	New York, New York
5.	Materials Development Center California Polytechnic Institute	Pomona, California
6.	National Materials Development Center for French and Portuguese	Manchester, New Hampshire
7.	Midwest Materials Development Center	Milwaukee, Wisconsin
8.	Native American Materials Development Center	Ramoh, New Mexico
9.	Santa Cruz Bilingual Materials Development Center	Tuscon, Arizona

* For 1976-1977 data, please contact Office of Bilingual Education, Division of Program Development, OHEW.

FIGURE 1

RESOURCE CENTER LOCATIONS & SERVICE AREAS


Midwest Resource Center
Arlington Heights, IL
Multi-Lingual
Cross-Cultural
Resource &
Training Center
Providence, RI
Regional
Cross-Cultural
Resource &
Training Center
New York, NY
BABEL-CIMA
Resource Center
Berkeley, CA
San Diego Institute
for Cultural Pluralism
San Diego, CA
Southwest Bilingual
Resource Center
Albuquerque, NM
Bilingual Resource Center
Lafayette, LA

During 1975, there were seven Resource and Training Centers located throughout the United States to provide direct services to classroom teachers within funded LEA's and IHE's, as well as to coordinate services with SEA's. Figure 1 indicates the regions serviced by each Resource Center.

The primary function of a Resource Center is to provide supportive services to local education agencies, institutions of higher education, and other appropriate agencies. These services include training of professional staff and community members, providing programmatic assistance to local education agencies and institutions of higher education, conducting needs assessments for the Materials Development Centers, and coordinating field testing for the Materials Development Centers.

The Resource Center also serves as a link between the practitioner and the Materials Development Centers and the Assessment and Dissemination Centers. The Resource Center functions as this mediator in a number of ways. First, in providing training for professional and paraprofessional staff and community members, the Resource Center houses and utilizes materials disseminated by the Assessment and Dissemination Centers, provides in-service training for the utilization of these materials, feeds back to the Materials Development Center information on teacher training needs, and feeds back information on effective teacher training models to the Assessment and Dissemination Centers. The Resource Center provides programmatic assistance in selection of materials from the Assessment and Dissemination Centers.

During 1975, there were nine Materials Development Centers in the Network. They have been established to develop bilingual instructional and testing materials to be used by local education agencies, institutions of higher education, and other instructional programs. The nine Materials Development Centers have been involved in developing bilingual/multicultural materials for students and teachers in Spanish, French, Portuguese, Navajo, Italian, Greek, and various Asian languages (See Chapter 3).

The function of the Materials Development Centers is to develop and revise materials designs according to descriptive research needs assessments, and pilot and field testing data. The Centers organize and develop multi-media for use by teachers and students, produce teacher preparation materials, and design criterion reference tests and other assessment instruments for the developed materials. They also plan, formulate, and conduct design testing.

Materials developed by the Materials Development Centers are field tested by the Resource Centers, then distributed by the Assessment and Dissemination Centers.

The prime responsibility of the three Assessment and Dissemination Centers is to provide supportive services and technical leadership to Resource Centers and Materials Development Centers.

Functions include assessing the effectiveness of bilingual/multicultural educational products; the collection, publication, and dissemination of general information on bilingual/multicultural education; the national publication and dissemination of bilingual education products; the devising and dissemination of improved program evaluation techniques; the conducting of national needs assessments; and overall program assessment with a view towards model identification. They are also responsible for preparing technical information on finished products of the Materials Development Centers, and publishing and disseminating finished products.

4.4 ADMINISTRATION AND OPERATION OF THE OFFICE OF BILINGUAL EDUCATION

The Education Amendments of 1974 created the Office of Bilingual Education within the Office of Education, and entrusted it with the responsibility of administering the Title VII program. In order to fulfill that mandate, the Office of Bilingual Education is divided into three divisions, with seven branches:

The Division of Bilingual Education, Elementary and Secondary Programs supervises demonstration projects run by local education agencies. It develops grant criteria, evaluates proposals, and monitors projects on-site to ensure compliance with the Title VII regulations and to select model projects. The Elementary and Secondary Programs Division operates through Program Operations Branches for the Central, Eastern and Western regions of the nation.

The Division of Bilingual Education Post-Secondary Programs contributes to the capacity building objectives of the program by developing the skilled personnel needed for classroom teaching, by developing teacher trainers, and by providing grants to institutions of higher education to develop or improve bilingual education departments. Through the Graduate Fellowship Branch, grants are made to those interested in a career in bilingual teacher training. The Professional Development Branch administers grants to institutions of higher education and local and state education agencies.

The Division of Bilingual Education Program Development operates through two branches. The State Assistance and Equal Opportunity Branch coordinates the Office of Bilingual Education relations with state education agencies and equal education opportunity activities, while the Supportive Services Branch administers the National Network for Bilingual Education.

4.5 OFFICE OF EDUCATION ACTION SINCE THE FIRST ANNUAL REPORT

In its First Annual Report, entitled "Bilingual Education: Quality Education for All Children," submitted to the President and the Congress on November 1, 1975, the National Advisory Council on Bilingual Education made a series of recommendations to the Office of Education, the Office of Bilingual Education, and the Congress. Those suggestions were presented in four categories: (A) those requiring general action to facilitate communications; (B) those requiring Congressional action in funding; (C) those requiring implementation within the Office of Bilingual Education; and (D) those designed to foster needed changes in state and local education agencies. These matters have been discussed with the Council. However because of personnel changes in the Commissioner's Office, a formal reply has not yet been received. Also, due to statutory requirements affecting all Office of Education Councils, the report was not formally transmitted until March, 1976.

Advisory Council Recommendation
November 1, 1975

A. Communication

1 - The Council recommended that "formal and regular lines of communication" be established to improve communications between federal agencies funding bilingual/multicultural programs and the National Advisory Council, so that the Council may be aware of agency plans and better able to offer an informed opinion thereon.

B. Appropriations

The Council recommended that Congress:

1 - Appropriate the full $150 million authorized by Title VII for Fiscal Year 1977.

2 - Provide sufficient funds to adequately staff OBE and other offices involved in delivering bilingual/multicultural education programs.

3 - Provide additional funds for bilingual Adult and Vocational Education programs.

4 - Allocate funds to develop a directory of "highly qualified bilingual educators and administrators."

5 - Allocate funds to improve the understanding of parents, children, and educational personnel of the bilingual/multicultural educational approach.

6 - The development and validation of culturally oriented progress tests for students should be a funding priority.

C. Office of Bilingual Education

The Council recommended that the Office:

1 - Provide staff support to the Council (lack of personnel had impeded the Council's operations in the past).

2 - Take steps to make the OBE staff representative of the target populations served, if necessary, by obtaining consultants with the needed cultural skills if qualified staff is unavailable.

3 - Channel monitoring results back into the proposal evaluation process, giving funding priority to projects in compliance with all relevant guidelines.

4 - Each program funded under Title VII should have, as one of its primary components, "a positive outreach and communication component" designed to improve understanding of the program at federal, state, and local levels.

D. States Receiving Title VII Funds

The Council recommended that:

1 - Beginning in Fiscal Year 1977, projects in states which formally recognize bilingual/multicultural teaching skills, and states which permit temporary teacher certification of bilingual/multicultural personnel in unusual circumstances should be given funding priority, and beginning in Fiscal Year 1981, no projects in states which do not make such provisions should receive Title VII funds.

2 - States with bilingual/multicultural training programs for administrative and educational personnel should, beginning in Fiscal Year 1977, receive funding priority in Title VII.

(Council Recommendations Cont'd)

3 - Starting in Fiscal Year 1977, states with mandatory bilingual education laws should receive funding priority, while, beginning in Fiscal Year 1981, states requiring that classroom instruction be exclusively in English should be ineligible for funding.

4 - States with provisions for certifying U.S. citizens with degrees from foreign universities as teachers should receive funding priority, beginning in Fiscal year 1977.

5.0 ADMINISTRATION AND COORDINATION OF FEDERAL LEVEL PROGRAMS

The Bilingual Education Act, P.L. 93-380 ESEA Title VII calls for the Council to report to the Congress and the President on the "administration and operation of other programs for persons of limited English-speaking ability." This chapter offers a discussion of other programs within the Office of Education and the Department of Health, Education and Welfare which serve persons of limited English-speaking ability. Some of these programs are directly authorized by legislation to offer services for the non-English dominant population; others have become involved in the field as a means of accoplishing overall program goals. The 13 programs discussed do not represent a comprehensive inventory of all federal efforts to serve the target population, but rather illustrate the types of programs which are being undertaken. Some of these programs have bilingual education components, others serve the goals of bilingual education by addressing some aspect of the educational needs of the limited English-speaking population.

As was discussed in Chapter 4, the Office of Bilingual Education provides national leadership in the development of bilingual education policies at the federal level and in the coordination of the various bilingual education programs. Noting the number of programs and activities sponsored at the federal level, the importance of the Office of Bilingual Education's responsibility becomes increasingly clear. The National Advisory Council recognizes the need for continued coordination, and commends current activities in this area. Witnesses at the public hearings affirmed this need for coordination by testifying to the problems engendered at the local level when such coordination is lacking.

5.1 NATIONAL ADVISORY COUNCIL COMMENTARY

The National Advisory Council commends the increase of coordinative activity occurring at the federal level. The Council feels that coordination efforts such as those discussed in this chapter indicate the effect of cooperation and communication on providing the most effective possible services.

5.2 COMMENTARY OF PUBLIC HEARINGS TESTIMONY

The importance of federal level coordination to the field practitioner was illustrated by witnesses through specific example. Thus, it was recommended that:

- Coordination at the federal level should be improved. Coordination among agencies servicing the same target populations was cited as vital in order to provide the most comprehensive services possible. Specific examples of this need included coordination of Title I Migrant and Title VII, as there is a substantial overlap of functions between these two programs. A great majority of migrant students are bilingual and have extensive educational needs which might be best serviced by a coordinated effort between the two programs.

- Another example cited by numerous witnesses pertained to the servicing of Native American children. It was felt that these children are given low priority by the BIA, the Office of Bilingual Education, and OE's Office of Indian Education, because each agency feels that Native American programs are adequately funded under some combination of the other two. It was noted that 20% of ongoing Native American programs had been cut off in FY 1976, and that an investigation of this "Let John do it" attitude among agencies was necessary. It was also noted that there is a need for some streamlining of OBE and BIA regulations to adjust for one another, as BIA's Civil Service restrictions on hiring and staffing procedures are frequently incompatible with OBE grant guidelines. As long as schools are to operate under dual funding, the requirements should be harmonized as much as possible.

- Nation and region-wide information centers should be established to provide information on available materials, personnel and recent developments at the federal level. These centers would aid in eliminating the duplication of locally developed materials, and in responding to the great teacher shortage. It was suggested that OBE gather a mailing list of interested persons and institute a bulletin or newsletter system, regularly keeping those concerned abreast of developments in federal programs -- impending proposal requests, regulations changes, the outlook for funding, etc.

  National Advisory Councils which are involved in related issues should consult with one another to establish priorities and general policies.

5.3 CURRENT COORDINATION EFFORTS

Both formal and informal efforts to produce effective coordination among federal level programs are being undertaken.

Coordinating Council for Bilingual Education: The Commissioner of Education, recognizing the importance of this issue, has established a Coordinating Council for Bilingual Education to develop strategies dealing with problems of coordination, communication, and cooperation among federal level programs. Both the size and the organizational complexity of the federal bilingual education effort demand that programs identified in the legislation and programs whose total administrative responsibilities include or are affected by bilingual education be considered by this Council.

Members of this Council include:

Chairman - Director, Office of Bilingual Education

Members - Deputy Commissioners or their designees from:

Office of Management
Office of Planning
Bureau of School Systems
Bureau of Occupational and Adult Education
Bureau of Education for the Handicapped

(Members Cont'd)

Office of Indian Education
Teacher Corps
Member(s) from the Regional Commissioners
  Standing Committee on Bilingual Education
Director, Regional Liaison Unit

The Director of the National Institute of Education, or his designee, serves as an ex-officio member.

NIE/OBE Coordination: Another coordination effort being undertaken at the federal level concerns Section 742(c) of the Bilingual Education Act. This section mandates that the Office of Bilingual Education and the National Institute of Education shall, "through competitive contracts with appropriate public and private agencies, institutions and organizations:

> Undertake studies to determine the basic educational needs and language acquisition characteristics of, and the most effective conditions for, educating children of limited English-speaking ability;
>
> Develop and disseminate instructional materials and equipment suitable for use in bilingual education programs; and
>
> Establish and operate a national clearinghouse of information for bilingual education, which shall collect, analyze, and disseminate information about bilingual education and such bilingual education and related programs."

The Office of Bilingual Education and the National Institute of Education have signed a memorandum of understanding concerning the division of responsibilities under this section. The two agencies share joint responsibility for the accomplishment of the overall tasks; NIE has lead responsibility (i.e. the development of management plans for program activities to accomplish the mandates of the legislation) for Tasks 1 and 3; while OBE has lead responsibility for accomplishing Task 2.

National Network for Bilingual Education: The Office of Bilingual Education, in its development of the National Network for Bilingual Education (see Chapter 4), is furthering the goal of coordination to produce the most effective and efficient delivery system possible. This Network of 7 Resource Centers, 9 Materials Development Centers, and 3 Assessment and Dissemination Centers coordinates the development, dissemination and training on the usage of materials throughout the United States (see Chapter 4). The network, in concert with the National Clearinghouse which is being jointly planned by OE and NIE as expressed in the above Memorandum of Understanding, will offer a unified network for information and training on materials and services.

Title VII Centers/LAU Centers Coordination: The 19 Title VII Centers, as explained in Chapter 4, expend most of their resources on direct teacher training and materials development activities. There are 9 General Assistance Centers - Type B (*Lau* Centers), funded through Title IV of the Civil Rights Act to provide technical assistance to school districts to aid in compliance with the *Lau* v. *Nichols* mandate. The responsibilities of the Lau Centers will be discussed in detail in this chapter; basically, their mission is to assist, when requested by the school district, in resolving desegregation problems directly related to English language deficiencies of non-English dominant minority group students. The Lau Centers and Title VII Centers have differing orientations and differing functions, but their ultimate goal of improving education for non-English dominant youngsters has allowed substantial coordination of activities. Many of the Centers are in close proximity, and routinely refer problems and coordinate activities. In areas where Lau-type activity is extremely heavy, joint meetings have been held, and conferences and institutes have been conducted. The Regional Commissioner's Task Force, composed of Commissioners from three federal regions, have been instrumental in organizing several of these meetings and have supported and encouraged all coordination efforts.

There is some limitation to these efforts, as Title VII Resource Centers are primarily committed to teacher training for Title VII LEA's. The Materials Development and Assessment and Dissemination Centers are less limited in that they are product oriented (i.e. books, curriculum, tests, etc.). These Title VII Centers have been encouraged, through the proposed Rules and Regulations, to establish linkages with non-Title VII entities.

The fact that both Lau and Title VII Centers have been in operation for only a year and have established such strong linkages is extremely positive. It is believed that as the centers develop, the growth of this cooperative effort will ensure further successful functioning.

5.4 ADMINISTRATION AND OPERATION OF OTHER FEDERAL PROGRAMS

The following descriptions of thirteen federal level programs for bilingual education are based upon available data concerning the administration of these programs. Because federal programs can be administered in a number of ways, the extent of information available regarding each program varies. Discretionary grant programs, like ESEA Title VII, in which a direct grant is made to a local school district, pursue a particular educational strategy and retain substantial information concerning funded activities. State administered programs, such as ESEA Title I, have broad purposes and a variety of approaches may be undertaken. It is much more difficult to procure specific data concerning the activities of these programs.

The following lists each of these federal programs and its respective authorization:

1. Emergency School Aid Act
   (1972 Education Amendments, Title VII)
2. Civil Rights Act, Title IV
3. Library Services and Construction Act
   Title I, Library Services
4. Follow Through Program, Head Start, Economic
   Opportunity and Community Partnership Act
   of 1974, Title V
5. Supplementary Educational Centers and Services
   ESEA Title III
6. Bilingual Vocational Training Vocational Education
   Act, Part J
7. Adult Education Act (Title III ESEA 1966, as
   amended by ESEA 1974)
8. Education of Disadvantaged Children ESEA, Title I
9. Right to Read
10. Indian Education Act, Education Amendment of 1972,
    Title IV
11. Special Programs for Students of Disadvantaged
    Backgrounds, Higher Education Act of 1965, Title VI
12. Strengthening Developing Institutions, Higher
    Education Act, Title III
13. Education Professions Development Act

Emergency School Aid Act

The Emergency School Aid Act was enacted as Title VII of the Education Amendments of 1972 to alleviate the financial burden incurred by local education agencies in reducing minority group isolation. In fiscal year 1975, $215 million was appropriated under the Act and distributed to 829 projects, for the purposes of aiding in the reduction of segregation, discrimination, and minority group isolation in schools, and to assist minority group children to overcome the educational disadvantages of that isolation.

Of those $215 million, four percent, or approximately $9 million, is earmarked by law for local education agencies which are implementing plans to meet the educational needs of children who have been denied equal educational opportunity by their linguistic minority status. In fiscal year 1975, 34 such projects were funded, at an average cost of $266,235. These projects delivered bilingual education to a total of 98,056 elementary and secondary students, 93,045 in public school systems. Of these 93,045, 46,891 (50.4 percent) were identified as Spanish-surnamed, 155 (.2 percent) as American Indian, 723 (.8 percent) as Asian Americans, and 113 (.1 percent) as members of assorted other minorities; of the remaining participants, 16,445 were unidentified by dominant language.

In addition to those students participating in specifically bilingual projects under ESAA, a significant number of non-English dominant children attended school in districts which received other non-earmarked project funds, and thus may have received some peripheral benefit from the program. For instance, in fiscal year 1974, 27.8 percant of students enrolled in districts operating ESAA projects (1,891,652 of 6,816,682) had Spanish-surnames, and hence, a possibility of impaired English language ability. 41.3 percent of the dollars obligated in11974 went to districts enrolling significant numbers of Spanish-surnamed students.

Educational Television: Under authority of the Emergency School Aid Act, bilingual television programs have been produced to aid limited English-speaking children, (1) to cope with problems resulting from minority isolation; (2) to enhance educational achievement, self-concept, and cultural appreciation; and (3) to provide a linguistic and cultural link between school and community. Moreover, by reaching out to English-speaking children, these programs stimulate intercultural understanding and relationships.

Nonprofit organizations are provided with funds to produce educational television programs by Sections 711 and 704(b)(2)(B) of ESAA, while similar programs are supported by ESEA Title VII and non-government funds. ESAA television programs are available for use by schools without charge and may be taped off the air at no charge in those areas where they are broadcast.

1964 Civil Rights Act, Title IV

Title IV of the Civil Rights Act of 1964 authorizes assistance to local school boards in developing and implementing desegregation plans. Such assistance may be rendered directly by the Office of Education or through grant or contract to the local education agency or an institution of higher education to render technical assistance and train personnel. In addition to referring to assignment of students on the basis of race, color, religion, sex or national origin, "desegregation" has been interpreted by the Office of Civil Rights as including the failure to provide equal educational access, predicated upon those same categories. This definition was relied upon and implicitly endorsed by the Supreme Court in Lau v. Nichols in 1974, with respect to school systems which fail to take remedial steps to offer limited English speakers equal educational opportunity.

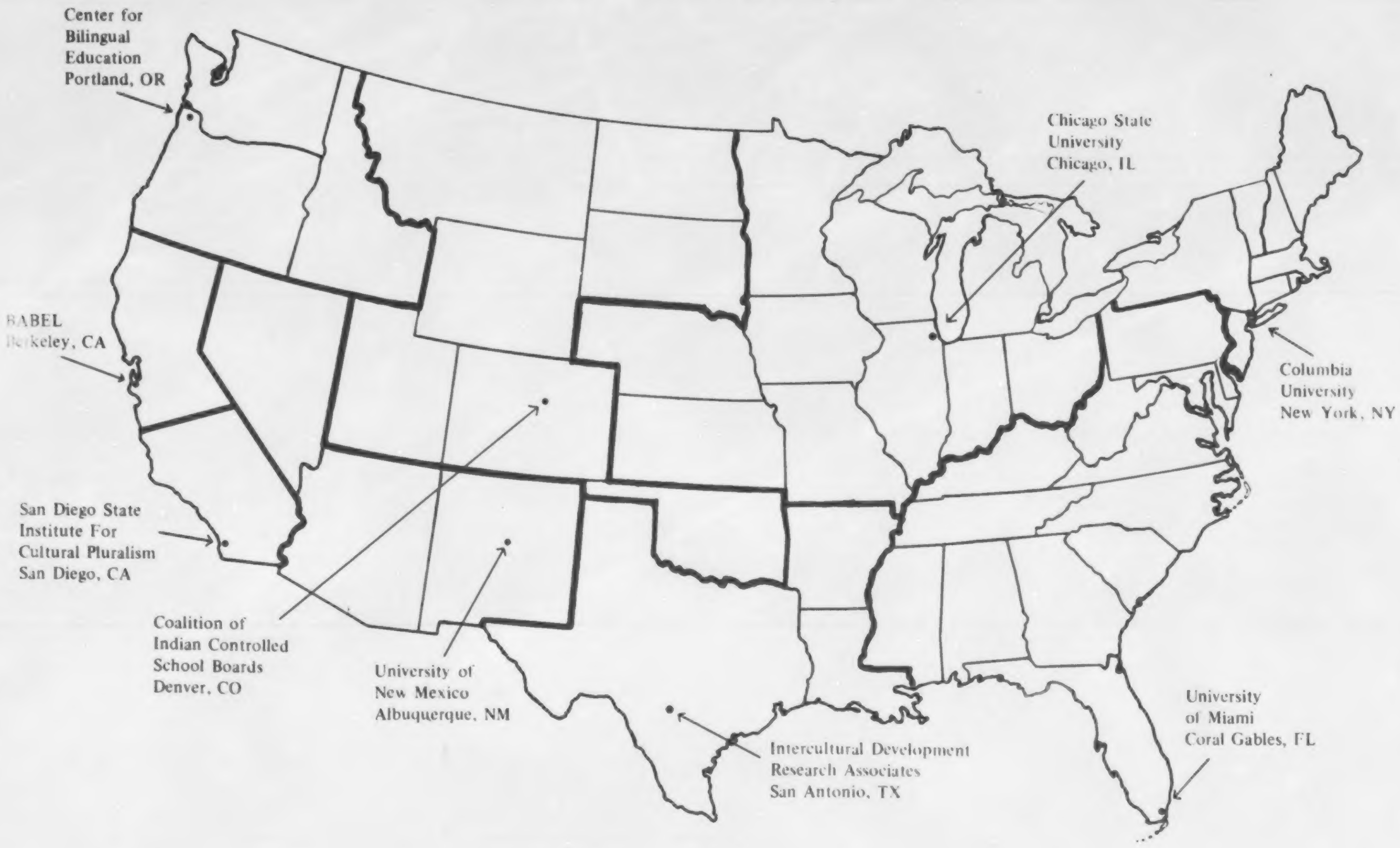
Four types of activities are funded through the Bureau of School Systems under Title IV: General Assistance Centers (GAC's); State Education Agencies; Desegregation Institutes; and Grants to School Boards. General Assistance Centers and State Education Agencies each consist of two types: Type A programs, addressing traditional "desegregation" problems of pupil assignment schemes; and Type B, dealing with the problems encountered by non-English dominant students. A total of $26,579,546 was allocated for these four program activities under Title IV in fiscal year 1975. Of that amount, slightly over five million dollars were devoted to Type B, or bilingual-related projects.

The nation is divided, for GAC-B purposes, into nine service areas, each with its own GAC-B (See Figure 2). These centers, funded for $3.75 million in fiscal year 1975, seek to supplement school district efforts to provide bilingual education by offering the specialized services which may not be available on the local level. Each center moulds its program to respond to the needs of its service area as revealed by school district requests, and enters a district only upon request. Districts have requested, and GAC-B's are striving to provide, assistance in: detailed and individualized needs assessments; curriculum and materials design; parent and community involvement; administrative reform; personnel recruitment and qualifications; training programs for teachers, administrators and aides; technical assistance in proposal writing, and project management for projects funded under Title VII ESEA, ESAA, and other financing sources.

Nine SEA-B's were funded in 1975, at a cost of $1.25 million, to provide technical services on an advisory basis to requesting LEA's. Similar to the procedure followed by GAC-B's, each SEA is guided in its role definition by a needs assessment, in this case within the relevant state, aided by letters of request from school districts. Potential areas of priority are identified as: aid in bilingual program development, personnel training and orientation to deal with the unique cultural challenges presented by the non-English dominant student; technical assistance in coordinating available program and financial resources from federal and state programs; and assistance in interpretation of governmental guidelines for bilingual programs and desegregation efforts. Further, SEA-B's are charged with the primary responsibility of ensuring that the careers of educational personnel are not discriminatorily disadvantaged as a result of desegregation.

Section 404 of the 1964 Civil Rights Act empowers the Commissioner of Education to sponsor problem-oriented special training institutes, operated by IHE's, to enhance educational personnel's ability to meet the challenges posed by desegregation. Training Institutes must be generally designed to assist a specific target population to meet specific needs. Projects seek to involve local education agency administrative personnel,

FIGURE 2
LAU CENTERS LOCATIONS & REGIONS COVERED


Center for
Bilingual
Education
Portland, OR
BABEL
Berkeley, CA
San Diego State
Institute For
Cultural Pluralism
San Diego, CA
Coalition of
Indian Controlled
School Boards
Denver, CO
University of
New Mexico
Albuquerque, NM
Intercultural Development
Research Associates
San Antonio, TX
Chicago State
University
Chicago, IL
Columbia
University
New York, NY
University
of Miami
Coral Gables, FL

and to focus upon development of individualized problem-solving strategies for the constituent trainees.

In 1975, one institute of the "B" type, addressing equal educational opportunity problems of the non-English dominant, was funded for $75,000. The availability and flexibility of the program offers a valuable resource for local education agency personnel in the future.

Library Services and Construction Act

The Library Services and Construction Act, as amended, now in its 20th year of funding, is a state formula grant, with required state matching of funds. The Act is administered in each state by the State Library administrative agency which submits a detailed plan to the Commissioner of Education regarding needs and long-range program goals, updated annually, to include prior year evaluations and future plans.

Under Title I of this Act, provision is made for the extension of library services to persons whose access to libraries is impaired by geographic distance, physical handicap, or language. The total budget for Title I LSCA was $49,155,000 in fiscal year 1975; of this, it is estimated that $3.7 million was spent on programs reaching bilinguals. The 1974 State Reports indicate that 15 states provided services for Spanish, Native American, French, Portuguese, and Asian American target groups, at a cost of $2.8 million.

The Education Amendments of 1974 provided a supplementary section to LSCA Title I which requires State Library plans to assure that priority is given to projects in areas with high concentrations of limited English speakers and low income families. Final regulations to implement the amendment were published in 1975; states have submitted amended plans to include the required criteria; at this time, state annual reports including data on activities under this amendment are being received, and only partial information is available.

Follow Through

The Headstart, Economic Opportunity and Community Partnership Act of 1974, Title V, authorizes Follow Through as an experimental program. Follow Through involves the implementation, throughout the nation, of a variety of educational approaches for children grades K-3, of low income backgrounds. A greater than average degree of supplementary services and parent/community involvement are required in every Follow Through Project, while the instructional approach may vary. In this way, it is hoped that educational gains obtained under Headstart and similar preschool programs will be maintained, and the results documented. It is expected that the data obtained through the Follow Through program will contribue to the development of model programs and approaches which may be reproduced in similar settings.

Currently, twenty-two (22) educational models, developed by institutions such as educational research laboratories and universities, are being implemented by school districts at 165 project sites throughout the nation. For these purposes, $57.5 million was appropriated in fiscal year 1975, of which $11.2 million was devoted to projects serving a significant proportion of non-English dominant speakers. $2.9 million of those dollars went to six specifically bilingual projects implementing two different educational models. Approximately 4,400 children, native speakers of Spanish, French, and Cajun, participated under these models; one of which utilized a bilingual/multicultural approach; the other, English as a Second Language.

Supplementary Educational Centers and Services, ESEA Title III

Title III of the Elementary and Secondary Education Act funds a program of supplementary centers and services to foster needed educational services, establish exemplary programs, and operate testing, guidance and counseling programs. Funds are allocated among the states on a non-matching basis according to a formula set forth in Section 302 of the Act. Eighty-five percent of the monies set aside for each state are dispensed through state education agencies on a grant application basis, pursuant to a detailed state plan for project development, selection, and management. The remaining 15 percent is available for distribution within the state, at the discretion of the Commissioner of Education, to sponsor projects which "hold promise of making a substantial contribution to the solution of critical educational problems" common to several states.

In fiscal year 1975, the states estimated that, under their 85 percent allotment, 186,000 Spanish-surnamed children would be served by Title III projects. Of the $120 million appropriated to Title III, six million dollars were expended for 77 projects in eleven states and Puerto Rico for programs with a major focus on Spanish-surnamed children. Overlapping these efforts, states reported to the Bureau of School Systems, which administers Title III funds, that the program had supported native language reading, English as a Second Language, and bicultural enrichment courses for limited English speakers. Of the $18 million available for disbursement at the Commissioner's discretion, $80,000 was devoted to programs for Spanish-speaking students. While the divergence of project goals and the absence of comprehensive federal record-keeping in Title III inhibit precise matching of Title III dollars to Title VII purposes, it has been estimated that $98,982 was spent in fiscal year 1975 for programs with specific bilingual educational goals.

Vocational Education Act, Part J-Bilingual

In Title VIII, Part D of the Education Amendments of 1974, Congress recognized the urgent need of millions of Americans, whose access to vocational training is inhibited by their limited English-speaking ability. Thus, declared the Congress, their full entry into the labor force and productive contribution to the economy are restricted. Therefore, this legislation amended the Vocational Education Act of 1963 to include Section J, which authorized bilingual vocational training for these unemployed and underemployed persons. Part J authorizes grants to local education agencies, institutions of higher education, state education agencies, private nonprofit organizations, and private for-profit agencies, to conduct bilingual vocational training programs which give promise of making a substantial contribution to the above purposes.

In fiscal year 1975, $2.8 million was appropriated under Part J, and disbursed through the Bureau of Occupational and Adult Education within the Office of Education to 21 projects in nine states and Guam. 3,250 limited English speakers were trained in five languages, acquiring both marketable skills and sufficient working knowledge of the oral and/or written English necessary to hold a position in their chosen fields.

Skills imparted by these 21 projects range from clerical, secretarial, and other office activities such as legal and accounting assistants, to machinist, auto machanic, specialized construction trades, and police work.

Section 192 in Part J directs the Commissioner of Education and the Secretary of Labor to jointly gather, evaluate, and disseminate information on bilingual vocational training efforts throughout the nation, focussing especially on its impact in relieving skilled personnel shortages and underemployment of willing workers, and to annually report their findings to the President and the Congress. In fulfillment of this mandate, the Office of Education has undertaken a preliminary study to identify types of data available for this status report. Information is being sought from all states and applicable federal and local agencies concerning the linguistic distribution of participants and other characteristics of operating programs. Particular emphasis is to be placed upon attempts to select model projects and methodologies, with the hope of expanding the resources available for programs in the future. 19 states have already responded to the request. Their reports, in addition to information available through extant federal data, suggest the existence of over 92 programs serving an indeterminate number of non-English dominant adults. The Office of Education expects final results of this study to be incorporated into the 1976 Annual Report on Bilingual Vocational Education, and will include them in the 1977 Commissioner's Report on the Condition of Bilingual Education.

State Vocational Education Programs

Part A of the Vocational Education Act of 1963, as amended in 1974, authorizes federal funding of state efforts for vocational education and research and training in support thereof, pursuant to a comprehensive state plan. Section 102(a) of this Act authorizes formula grant funds to states on a matching basis. In fiscal year 1975, $421 million were distributed to states under this provision. Fifteen percent of these dollars were set aside by law for programs for those with health and other handicaps which interfere with their full participation in standard vocational education programs. While this category includes programs aimed at persons of limited English-speaking ability, data are not available concerning the number of such persons served under this program, or the type of efforts specifically targeted to their needs. The available information consists of the state plans which must be filed prior to disbursement, and annual program reports submitted by each state. Neither of these sources specifically provides information concerning state efforts to serve the linguistically handicapped.

In addition to the 15 percent set aside for the disadvantaged by Section 102(a), $20 million was spent on a non-matching basis in 1975 under 102(b)'s allocation for students with non-health related handicaps. This category includes, but is not limited to, those whose cultural background inhibits participation in ordinary vocational training programs. No specific data concerning the proportion of these funds devoted to the needs of the limited English-speaking population are available. Section 102(c) makes available funds for programs directed towards the limited English speaker; in 1975, no monies were appropriated under this subsection.

Adult Education Act

The Adult Education Act, enacted as Title III of the Elementary and Secondary Education Amendments of 1966, seeks to enable all adults to complete, at a minimum, their secondary schooling. To that end, the Act authorizes allocation of funds to qualifying state education agencies on ten percent matching basis; these dollars may be distributed, pursuant to a comprehensive state plan, to sponsor LEA or nonprofit institution programs of adult education and adult basic (English literacy) education. $67.5 million was appropriated for this Act in fiscal year 1976 and disbursed by the Division of Adult Education within the Bureau of Occupational and Adult Education.

Fifteen percent of each state's allocation under Title III ESEA is set aside by Section 309 for teacher training and special experimental demonstration projects, including those pioneering innovative methods of educating adults of limited English-speaking ability. Since all Title III funds are state administered, statistics are unavailable concerning the numbers of bilingual projects funded under Section 309 or under the remaining 85 percent basic grant provisions. However, the Annual State Performance and Financial Reports provide limited data concerning the number of linguistic minority members enrolled in federally sponsored adult education programs. In 1973, the last year for which such information is available, 255,846, or 31.1 percent of the enrollees under Title III, were Native Americans, Asian Americans or Spanish surnamed. The number of persons in each category are as follows: 13,800 Native Americans; 43,954 Asian Americans; 43,356 Puerto Ricans; 79,328 Mexican Americans; 88,848 others with Spanish surnames. While a substantial proportion of these persons may be assumed to qualify as being of limited English-speaking ability, the reports do not detail specific projects undertaken to accommodate their unique needs. One estimate of the funds allocated for bilingual projects is $20,000,000.

Education of Disadvantaged Children, ESEA Title I

Title I of the Elementary and Secondary Education Act of 1965 authorizes a state-administered program which offers financial support to local education agencies to expand and refine their educational programs to meet the special educational needs of educationally deprived children. Funds are disbursed to state education agencies, which in turn process project applications from LEA's, monitor and provide technical assistance to projects, and provide reports of activities to the Office of Education. Approximately $1.9 billion were appropriated for ESEA Title I purposes in fiscal year 1976.

Because of the state-administered nature of the program and the diversity of target populations and programs under Title I, little hard data exists concerning the number of dollars spent, programs operated, or children reached by bilingual education programs under Title I. Moreover, the overlap in categories and purposes involved in Titles I and VII hinders efforts to identify Title I's impact upon the limited English-speaking population. The most recent Consolidated Program Information Report, compiled by the Office of Education from reports submitted by state education agencies, provides some data. Based upon estimates made by reporting SEA's, the 1973 Report concluded that over $39 million was spent for programs for children from non-English-speaking environments, while approximately another $42 million went to funding bicultural enrichment activities, non-English language reading and skills courses, and English as a Second Language Program. It was reported that these programs served 190,000 non-English dominant children.

The particular program under ESEA Title I with unique potential and responsibility to deal with the problems of limited English speakers is authorized under Section 122 of the Act, vernacularly termed "Title I Migrant." Title I Migrant authorizes state education agencies or a combination thereof to grant federal funds to programs for the education of children of migratory agricultural workers and fishermen. It is estimated that 80 to 85 percent of migrant agricultural workers are non-English dominant. Approximately two-thirds of the $92 million allocated to Section 122 in fiscal year 1975 were devoted to direct instructional services. Approximately $15 million of those dollars went to bilingual education.

In recent years, the Office of Education has made efforts to coordinate current efforts under Title I with the knowledge accumulated by programs in the past. Case studies have been conducted of LEA programs in an attempt to identify successful projects and program elements and then disseminate this data for use at other sites. Technical assistance has been provided to state education agencies to improve their performance in guiding local projects. Specifically relevant to the bilingual education effort, the Division of Education for the Disadvantaged produced and disseminated to SEA's a Program Support Package on Bilingual Education with information and aids in identifying the most pressing need areas.

Indian Education Act

Title IV of the Education Amendments of 1972 and its amendments, known as the Indian Education Act, establish the Office of Indian Education within OE and authorize that office to fund a variety of programs to expand educational efforts on behalf of Native Americans. Under the Act, in fiscal year 1975, $42 million was spent in direct grants to local education agencies and Indian controlled schools to increase the per pupil rate of expenditure per Native American child, currently less than a third of the amount spent on white students; to encourage and strengthen Native American parent/community involvement; and to seek funding for needed resources (Part A). Under Part B of the Law, grants are authorized to establish, evaluate and disseminate model projects for Native American children. Part C of the law authorized funds to improve educational and employment opportunities for adult Native Americans.

Bilingual education activities are sponsored under Part B, which permits the Office of Indian Education to distribute discretionary funds to sponsor new services, exemplary projects, and training programs for educational personnel currently serving or planning to serve Native American students. In fiscal year 1975, six Native American bilingual projects, spanning the nation and a variety of target languages, were funded for $678,540.

Right to Read

The Right to Read Program, administered by the Right to Read Office in the Office of Education, operates under authority of Title VII of the Education Amendments of 1974. The program seeks to strengthen elementary school reading programs and promote literacy among adults by providing financial incentives for state and local education agencies to develop innovative teaching strategies. Of the $12 million appropriated for Right to Read in fiscal year 1975, it is estimated that $946,026 was expended on 21 projects with explicitly bilingual or ESL approaches, largely serving Spanish speakers. Among other novel methods employed, a series of television programs to instruct English and/or Spanish speakers in reading was developed and employed. In fiscal year 1976, seven of those programs addressed to non-English speakers received continuation funding.

Strengthening Developing Institutions, Higher Education Act Title III

Title III of the Higher Education Act of 1965 authorizes a program of grants to institutions of higher education with the desire and potential to contribute to the academic resources of the nation, but without adequate financial or other resources to do so. In fiscal 1975, the Bureau of Post-secondary Education dispensed $120 million in competitive grants, divided into "basic grants", one-year grants which are normally renewable, and are provided to upgrade faculty, organization or services; and "advanced" grants, five-year projects to underwrite long-term planning and innovative programs. Project application for "advanced grants" are evaluated on the bases of the respective institutions' competence to effectively utilize the funds, and the comprehensiveness and promise of its long-term development plans.

Generally, eligible applicants for grants under Higher Education Act Title III must have been accredited and legally recognized institutions for five years prior to the intended project year. However, in recent amendments to the Act, the Congress, cognizant of the potential and the frailty of emerging minority-oriented colleges, amended these requirements to permit the Commissioner to waive three years of the longevity requirement upon a finding the waiver would "substantially increase higher education for Spanish-speaking people," and to allow a total waiver for institutions which will increase higher education for Native Americans.

Of the $52 million distributed to 202 institutions in basic grants in 1975, 26 grants went to institutions serving Native American populations, and 24 to Spanish-targeted colleges, at a total cost of $7.9 million. Four advanced grants to Native American or Spanish constituent institutions were made, for an expenditure of five million dollars. A variety of activities with capacity building or support service aspects were funded: bilingual tutoring and counseling to aid students from non-English dominant backgrounds; bilingual teacher training programs; Mexican American Studies programs.

Special Programs for Students from Disadvantaged Backgrounds, Title IV, Subpart 4, Higher Education Act of 1965

The Higher Education Act of 1965, Title IV, Subpart 4, authorizes Special Programs for Students from Disadvantaged Backgrounds. These programs, administered by the Bureau of Postsecondary Education, seek to identify qualified low-income students and encourage them, through provision of stipends, counseling and other support services, to complete their secondary education and embark upon postsecondary programs. Of the four programs authorized under this Subpart (Talent Search, Upward Bound, Educational Opportunities Centers, and Special Services), the Special Services Program, as a result of the 1974 Education Amendments, P.L. 93-380, specifically authorizes projects directed toward limited English speakers. Such projects must methodically identify eligible students, offer some form of English language instruction, and offer bilingual tutoring, counseling and remedial instruction. Participants are exempted from the low-income qualification applicable under other Subpart 4 programs, and are only required to be United States citizens or permanent residents.

Twenty-three million dollars was spent in fiscal year 1975 under the Special Services program. Of this amount, $668,000 can be identified as directed to bilingual tartet populations. Figures for limited English speakers tangentially affected by other programs have not been compiled. Because of the funding system (multi-year) adopted by the majority of the Department of Health, Education and Welfare Regional Offices, most of the Special Services projects were entering the last of their 3-year work program which was approved in 1973. Since priority in funding is given to non-competing continuation projects, limited funds were available to support new applicants.

In most cases, ongoing projects received the same amount of funds as in the previous year; consequently, the absence of additional funds prohibited major modifications to add, at this time, a component to more effectively serve students of limited English-speaking ability. However, most of the projects on a three year cycle, were established in 1973 and will terminate June 30, 1976. Thus, new monies will be freed, independent of an increased appropriation, for direction to bilingual-oriented programs in compliance with the Congressional intent.

6.0 STATE AND LOCAL DEVELOPMENTS

The Advisory Council's Report to Congress and the President is required to assess the extent to which the educational needs of persons of limited English-speaking ability are met by federal, state, and local efforts. Chapters 4 and 5 have discussed various federal efforts to satisfy these needs. This chapter will describe state and local developments in the bilingual education field.

Bilingual education, like all other elementary and secondary curricula, is primarily a service function and thus, ultimately the responsibility of the state governments and their school districts. The federal effort in this field attempts to lead the way by building the capacity of state and local education agencies through development of teaching theory, materials and personnel needed by the state and local programs to deliver programs, and by assisting state and local agencies to implement programs. In the long term, however, the accomplishment of equal educational opportunity depends upon a firm commitment by state and local governments to take advantage of the federal lead and establish their own independently funded programs. Thus, current legislative and budgetary attitudes in the field are indicative of bilingual education's prospects of fulfilling its mandate and potential.

In an effort to procure a comprehensive information base on state activities, the National Center for Educational Statistics has recently completed, for the Office of Education, a Survey of State Education Agencies on Limited English-Speaking Persons from Non-English Dominant Backgrounds. This study gathered information on the availability of statistics on numbers of limited English-speaking persons, programs maintained at the state level for these populations, state certification requirements for teachers and other personnel, and relevant postsecondary programs and courses offered in each state. This study, unpublished as yet, together with The Current Status of U.S. Bilingual Education Legislation, (Center for Applied Linguistics, 1975), and data gathered through the Council's Public Hearings, provides the basis for this section of the Council's report.

The National Center for Educational Statistics is preparing for the 1977 Commissioner's Report, a study to determine the extent to which local education agencies are meeting the needs of limited English-speaking children. The names and addresses of schools attended by children, ages four to thirteen, who were identified as falling within the potential bilingual education target group were obtained in the Survey of Income and Education Bilingual Supplement (See Chapter 3). These schools will be asked to fill out a mail questionnaire identifying the types of special services being provided for these children. The anticipated 6,000 responses will provide information concerning the proportion of limited English-speaking children who have been identified as such by their school and are receiving appropriate services.

In addition, the Office of Education is currently funding a more detailed study of state bilingual programs, the results of which will be available in the fall of 1976, and which provide a more comprehensive assessment of efforts for the 1977 Commissioner's report. This study will provide analytic and descriptive data concerning state programs and examples of model state programs and statutes. It will also assess the impact of federal policies in the field, estimate the number of children in need in private schools, and critically analyze the future of bilingual education.

There has been a significant increase in state involvement in bilingual education since the first Bilingual Education Act was enacted in 1968. The National Advisory Council, while noting the increased participation at the state and local levels, profferred a commendation designed to encourage and expand non-federal support for bilingual education. Suggestions related to this concern were also expressed by witnesses at the public hearings.

6.1 NATIONAL ADVISORY COUNCIL COMMENTARY

The National Advisory Council commends the states and local education agencies which have taken positive action to commit themselves to the goals of bilingual/multicultural education. The Council recognizes, and in many cases, concurs with the suggestions profferred at the public hearings regarding the encouragement and expansion of state and local activities; however, the Council is not empowered to make recommendations to state and local level governments.

6.2 PUBLIC HEARINGS TESTIMONY

The witnesses at the public hearings uniformly stressed the need for increased federal, state, and local funding. Witnesses suggested that the following efforts should be undertaken by the Federal Government to foster state and local involvement in bilingual education.

- The Federal Government must take a stronger leadership role in the bilingual education field. Witnesses explained that bilingual education is a novelty in many states and school districts, and due to the exigencies of state and local funding it is often the first program to suffer when budgets are squeezed. The Federal Government should encourage state and local education agencies to commit themselves both ideologically and monetarily to bilingual education by expanding its current incentive policies.

- Coordination among federal, state, and local programs should be improved, both to clarify policy and operational matters, and to encourage states to become increasingly involved in bilingual education. Title VII and state bilingual education laws assign a variety of vital functions to SEA's. If these functions, such as giving counsel to LEA's proposals, making relative needs recommendations to OBE, and coordination of technical assistance within the state are to be performed effectively, the SEA must have both the commitment and the funds to perform the task. While some SEA's have formal offices or departments of bilingual education, others have not demonstrated that level of commitment, according to witnesses. Moreover, SEA's often lack sufficient resources to give meaningful guidance to projects. Currently, up to five percent of the amount paid to LEA's in a given state may be disbursed to SEA's under contracts to coordinate technical assistance to those local programs. Witnesses urged that more money be funded in this area to allow and encourage the states to effectively supervise and coordinate the allocation of resources within their borders, and perform their Title VII role in more than a *pro forma* manner. Witnesses also identified difficulties relating to delayed communications from OBE to the field concerning impending funding decisions, regulations changes, and proposal submission deadlines, particularly in geographically remote areas. (See Appendix B for detailed discussion). Focusing upon the problems created by the paucity of available resources at some SEA's, another witness suggested that OBE commit itself to a specific delivery date, five days after publication of materials to state education agencies, and that sufficient copies of regulations, application packages and operations manuals be provided to allow direct and immediate distribution. Currently, many SEA's either will not or cannot spend the time and money to reproduce and distribute enough copies for all those interested.

6.3 OVERVIEW OF STATE AND LOCAL COMMITMENTS

State governments have made significant strides toward endorsing bilingual education in recent years. State positions on bilingual education were first compiled in 1971 in a report entitled "Laws and Legal Documents Relating to Problems of Bilingual Education in the United States", by the Center for Applied Linguistics. At that time, no jurisdictions surveyed had mandatory bilingual education; that is, the state did not require school districts, under any circumstances, to provide compensatory non-English instruction to limited English speakers. Twenty-two states mandated English as the exclusive language of instruction, except in foreign language courses; 13 of those laws applied to all schools, seven only to public schools, and two only to private institutions.

Today, eleven prohibitory laws stand. Ten states have enacted statutes describing conditions under which districts must offer a bilingual program. (See Table 5.) The particular circumstances which cause that provision vary. In Massachusetts, Michigan, New Jersey, and Rhode Island, bilingual education is compulsory when twenty children of the same non-English language are found in a school district. In Texas, the program is required if there are twenty children of the same language in a given grade throughout the district. Illinois requires the program for each school which enrolls twenty children of a single non-English language. In Wisconsin and the Virgin Islands, the program is mandatory if ten students share a language in the school; in Alaska, if eight. Finally, California by law and Pennsylvania by

TABLE 4

NONFEDERAL LEGISLATIVE AND BUDGETARY COMMITMENTS TO BILINGUAL EDUCATION

	Type of Statute					State and Local Efforts			
State	Prohibitory P/NP	Prohibitory P	None	Permissive	Mandatory	State Funds	Certification	State Funds for Teacher Training	Local Funds (Where Data Available)
Totals:	7	4	14	15	10	$27,863,995	11	15	$43,051,602
Alabama	x[a]					0			
Alaska					x	$ 800,000[b]		x	
Arizona				x		738,825[b]	x	x	
Arkansas	x					0			
Cal.				x		7,161,370[b]	x	x	
Colorado				x		199,000			
Conn.				x		0			1,652,045
Delaware		x				2,000[c]		x	107,200
Florida				x		0			
Georgia			x			d			
Hawaii			x			d		x	
Idaho		x				0			
Illinois					x	8,280,000[b]	x	x	
Indiana			x			d	x	x	
Iowa	x					0			
Kansas				x		d			
Kentucky			x			0			
La.		x[e]				1,360,000[b]		x	
Maine				x		0			
Maryland				x		2,500[c]		x	
Mass.					x	4,000,000	x		10,000,000
Michigan					x	0	x		
Minn.				x		0			
Miss.			x			0			
Missouri			x			0			
Montana						0			
Nebraska	x					0			
Nevada			x			0			
N. H.				x		d			
N. J.					x	0	x		
N. M.				x		1,220,300[b]	x	x	
N. Y.				x		1,500,000[b]		x	
N. C.	x					0			
N. D.			x			0			
Ohio			x			d			
Oklahoma		x				0			
Oregon					x	0			345,000
Penn.					x[f]	0			14,677,209
Rhode Is.					x[g]	50,000[b]	x[g]	x	
S. C.			x			0			
S. D.				x		0			
Tenn.			x			0			
Texas					x	1,850,000[b]	x	x	15,770,148
Utah				x		250,000[b]		x	
Vermont			x			0			
Virginia			x			d		x	
Wa.				x		450,000			
W. V.	x					0			
Wisc.					x	0			500,000
Wyoming			x			0			

Type of Statute						State and Local Efforts			
Jurisdiction	Prohibitory P/NP	P	None	Permissive	Mandatory	State Funds	Certification	State Funds for Teacher Training	Local Funds (Where Data Available)
Totals:			3	2	2	$10,247,943			$700,000
Guam				x		$ 52,343			h
Canal Zone			x						h
P. R.					x[i]				
Samoa				d					
Trust Terr.			x			10,185,600			h
Virgin Is.					x	10,000			h
D. C.			x			h			$700,000

KEY

In addition to the CAL study, "type of statutes" are based on a recent direct survey of state codifications, July 15, 1976. All other data refers to 1974-75.

Prohibitory:	The law of the state or other jurisdiction requires classes to be taught only in English
P/PN:	The prohibitory legislation applies to public and nonpublic institutions.
P:	The legislation applies only to public schools.
None:	No law on the subject; while bilingual education is not encouraged, it is implicitly permitted.
Permissive:	The law of the jurisdiction tacitly or explicitly allows languages other than English as the instructional medium.
Mandatory:	The law requires that a school district offer programs taught in a language other than English under prescribed circumstances.
Certification:	The jurisdiction has special requirements for teachers seeking employment in bilingual education.

[a] Prohibitory only in first six grades.
[b] Includes teacher training funds.
[c] Teacher training funds only
[d] Data unavailable.
[e] Louisiana encourages instruction in the French language and culture; otherwise, all courses must be taught in English.
[f] By administrative regulation only.
[g] Rhode Island's bilingual education program goes into effect when federally funded.
[h] Inapplicable
[i] Puerto Rico requires Spanish for classroom instruction.

administrative regulation, require all districts to provide special programs for all limited-English speakers.

In 1971, eleven states expressly allowed public school instruction to be offered in languages other than English. Today, 15 states so recognize and permit bilingual education.

Budgetary commitments to bilingual education vary widely from state to state. The Survey of State Education Agencies on Limited-English-Speaking Persons from Non-English-Dominant Backgrounds, conducted by the National Center for Educational Statistics in the Fall of 1975, identified $38,111,938 which had been spent in 1974-75 for bilingual classroom teaching and teacher training by the states. The level of funding fluctuated greatly from state to state, ranging from high figures of $8.3 million in Illinois and $7.2 million in California, to zero in the majority of states. This variation may be explained variously as the result of: bilingual education's relative position on the priority scale in some states; the irregular distribution of the target populations and their political weight; and/or funding difficulties which have afflicted all recent innovative programs. The results of the NCES Bilingual Survey, which was conducted as a supplement to the Spring 1976 Survey of Income and Education, will assist in clarifying this situation somewhat, by locating the target populations on a state by state basis.

Data concerning local funding policies are unavailable in most states. With eight states reporting figures for the NCES Survey , the total local commitment amounts to $43.8 million. While these figures by no means reach the magnitude necessary to deliver bilingual education to the over 3.6

million students in need of it, they indicate some progress and, hopefully, further movement by non-federal funding sources in the future, as awareness of the need for bilingual education grows.

Some states which have made formal commitments to bilingual education have also developed centralized mechanisms to supervise and coordinate efforts undertaken by local education agencies. Other states have not yet entered the field with the establishment of a division or Office of Bilingual Education within their state Board of Education. The following descriptions of three state education agencies exemplify the types of activities undertaken at this level.

The Arizona State Office of Bilingual Education administers over $700,000 in state funds for teacher training and classroom projects, as well as reviewing Title VII project applications from local projects and institutions of higher education. Their program functions involve the monitoring and provision of technical assistance to over forty Title VII projects and 300 state projects. Currently, emphasis is placed upon initiating Spanish and Native American programs in high schools throughout the State. In addition, the Office has generated or stimulated the production of a variety of materials for teacher and administrator reference and direct classroom use. The Arizona Office of Bilingual Education seeks to aid local agencies in coordinating funding offered under Title VII ESEA and Title I Migrant with state dollars to maximize impact.

In addition to its substantial involvement in Title VII, California has devoted large amounts of its own resources to bilingual education. The Bilingual Education Division of the California Department of Education operates as a resource center to local agencies, providing recommendations and technical assistance concerning teacher training, curriculum, and testing methodology. Further, it seeks to strengthen local programs by developing and implementing standards for teacher certification and by serving as a statewide clearinghouse for the identification and placement of qualified personnel to match the needs of particular programs.

One hundred eighty-nine Texas school districts are funded and supervised by the Bilingual Education Office of the Texas Education Agency to operate bilingual education projects. The State Program Office enforces state guidelines for these programs to ensure effective operation. Primarily, the service functions of the Bilingual Education Program are coordinative and reference oriented; that is, they direct districts to the source of needed information. In addition, aid is given to districts in developing proposals for state and federal funded projects to comply with the appropriate guidelines. The Bilingual Education Program draws on other divisions of the Texas Education Agency to produce materials useful to projects, such as bibliographies of classroom materials available in specific languages.

7.0 RESEARCH AND DEVELOPMENT

The art of bilingual education is young and still developing the theoretical foundation, practical tools, and evaluative mechanisms upon which to base future endeavors. Further research efforts are, therefore, extremely important in providing direction and support to field practitioners. Congress recognized the importance of this endeavor by authorizing funds to the Office of Bilingual Education and the National Institute of Education to carry out a program of research and development.

In order to identify and evaluate the needs of ongoing bilingual programs and to develop and expand the constructs upon which to base future programs, the Office of Education has contracted for a number of studies of Title VII programs, which will be discussed in this Chapter. These studies have provided or will provide data on the needs and impact of Title VII programs; and will seek to identify successful programs and methods to serve as models for future efforts.

Additionally, the National Institute of Education is directed by its authorizing legislation, the General Education Provisions Act, as amended by P.L. 92-318, to support equal educational opportunity through research for all children regardless of race, social class, sex, national origin or religion. To satisfy this mandate, the Institute established the Educational Equity Group, which studies issues related to quality education for neglected populations. The Multicultural Bilingual Division of this Group, influenced by the Congressional mandate for research and development in Part C of the Bilingual Education Act of 1974, has undertaken a program of research related to cultural pluralism and educational opportunities for students of limited English-speaking ability. This chapter presents an overview of the research areas included within this effort.

The National Advisory Council's recommendations recognize the importance of research and development to the continued progress of bilingual education. The testimony of witnesses at the public hearings also reflects this concern.

7.1 NATIONAL ADVISORY COUNCIL RECOMMENDATIONS

The Council's recommendations for extension of research and development efforts evidences their concern with the long term impact of bilingual education. The Council recommends:

- That the National Center for Educational Statistics conduct a comprehensive survey on the number and percentage of limited English-speaking students participating in special education classes in areas of concentrated bicultural or multicultural populations. Due to the Council's feeling that this is a relatively unexplored area, a time frame is suggested to allow for the inclusion of the survey in the Office of Education Report to Congress in November, 1978.
- That the Office of Bilingual Education conduct longitudinal study of exemplary demonstration projects to assess cognitive and affective development of LESA children.

The Council recommends that Congress take the following legislative action to facilitate implementation of the above recommendations:

- The Council recommends that Congress appropriate sufficient monies to implement the research studies as mandated in P.L. 93-380, Part C, Section 742.

7.2 PUBLIC HEARINGS TESTIMONY

Persons involved in the implementation of bilingual projects noted the need for research and development to provide the theoretical basis for development of effective teaching methodologies. Witnesses recommended that:

- More funds should be appropriated for research on specific linguistic and educational issues related to the bilingual child. Studies which were specifically requested included:

  a. A study on Indian and English speech patterns to determine whether the disallowance of cultural differences in the public education process has caused interference and damage to the development of speech in either Native American or English;

  b. A national longitudinal study of bilingual education programs to pinpoint and study various problems such as illiteracy in both languages; and

  c. A study on the acquisition of English by various language groups to determine whether each group learns via a different process.

- The development of objective evaluation methods should be encouraged and expanded. There is a great need for more objective evaluation methods to judge the success of projects in order to identify model reproducible programs and to engender further indepth analysis and research in the field.

7.3 OFFICE OF EDUCATION RESEARCH EFFORTS

The Process Study of Title VII Spansih Bilingual Project 1972-1973

Purpose: This study was an initial effort at providing a descriptive analysis of a "representative sample" of Title VII projects. Program data for assessment of planning needs was also provided.

Objectives: The objectives of this study were:

1. To provide program descriptions of a representative sample of Title VII Spanish bilingual projects in reference to characteristics of teachers, students, instructional activities, curriculum materials, and parent/community involvement;
2. To analyze four "special projects" in research, development and dissemination in terms of their appropriatness to needs of local projects;
3. To determine the effect of OE policy upon the operational and managerial aspects of Title VII programs;
4. To determine the degree of compliance by the projects with OE guidelines; and, to determine the relationship of project success to degree of compliance;
5. To identify project attributes directly related to the contractors' subjective determination of a successful program.

Results: This "Process" evaluation established that the Title VII program encouraged staff commitment to and institutional recognition of the needs of non-English-speaking children. Most project directors however, indicated a need for greater technical assistance in teacher training, management, identification of available and reliable teaching materials, and curriculum development. Since the "special projects" indicated the availability of a number of curriculum materials, there seemed to be a need for better information dissemination.

Of project directors interviewed at the time, 80% indicated severe or significant shortages of qualified teachers. In an attempt to cope with this problem, some projects organized their own orientation and training programs for preparation of teachers and aides. Project administrators identified particular areas in which teachers lacked ethnic culture preparation, training in a second language, and bilingual instructional methods and approaches.

Projects varied in both effectiveness and adherence to guidelines, but high success ratings seemed to correspond with high adherence ratings. The guidelines which seemed to be most relevant to project success were those which related to staff recruitment and development, project management and planning, and materials acquisition and development. Most projects felt that their methods could be reproduced by other schools with similar target populations, and indicated that since other schools implementing programs had contacted them to learn from their experience, there was a need for increased dissemination of information concerning Title VII projects.

The Impact Study of Spanish Title VII Projects 1974-1977

Purpose: In 1974, the Office of Education designed and contracted for the operation of a study of 37 representative projects in the fourth or fifth year of their funding cycle, to assess the impact of Title VII Spanish projects.

Objectives: The study aims to:

1. Assess the projects' impact upon school performance of both Spanish and English-speaking students;
2. Select crucial variables in student composition, staff training and attitudes, and instructional approach;
3. Determine the impact of these variables upon the children's academic and socialization progress;
4. Develop hierarchies of relative cost and effectiveness of different instructional approaches; and,

5. Assess the correlation, if any, between the socioeconomic and ethnic composition of the classroom and cognitive and affective outcomes.

Initial site visits to the 37 selected projects were completed in the fall of 1975. In order to generate meaningful data, the following information is being collected and analyzed concerning both bilingually taught students and a matched control group: math and language skills in English and Spanish; students' self-perceptions and attitudes towards their environment; characteristics of the home environment, such as language orientation and parental attitudes toward education; project personnel attitudes, experience and program involvement; instructional methods; and community context.

Results: Preliminary conclusions based upon the data compiled to date are expected in early 1977. The study's conclusions, identifying meaningful relationships among the above variables, and including another series of site visits, and further analysis in fall 1977, will be reported later in 1977.

The "Exemplary" Study 1974-1975

Purpose: In recognition of the need for guidance to persons involved in the planning and implementation of bilingual projects throughout the United States, the Office of Education funded a study to identify extant bilingual projects which might be utilized as models for planners and managers with similar purposes.

Objectives: The study attempted to identify model projects based on three basic criteria which would indicate a reproducible program:

1. Effective instructional methodology and content which adhered to the goals of bilingual/multicultural education; i.e., instruction in English language skills for children limited in these skills; instruction in the cultural history and customs of the child's home culture; and instruction in the child's home language to the extent necessary to allow him/her to progress effectively through school;
2. The ability to show statistically significant gains in English language skills, as well as in content area subjects taught in the home language;
3. The cost effectiveness of the project.

Projects to be considered for study were chosen through consultation with program staff of ESEA Title VII and other ESEA and ESAA Titles which support bilingual education, through files of previous searches for effective projects, and through state bilingual education offices, school districts, and regional educational laboratories.

Results: Four project models were identified by the contractor and approved by the Dissemination Review Panel of the Office of Education as appropriate for nationwide dissemination:

1. Bilingual Education Program
   Alice Independence School District
   Alice, Texas

   Spanish - grades K-4

2. Apprendemos en Dos Idiomas
   Title VII Bilingual Project
   Corpus Christi Independent School District
   Corpus Christi, Texas

   Spanish - grades K-3

3. Bilingual Education Program
   Houston Independent School District
   Houston, Texas

   Spanish - grades K-12 (Validation of the program was for grades K-4 only)

4. St. John Valley Bilingual Education Programs
Maine School Administrative District #33
Madawaska, Maine

French - grades K-4

Descriptions of these projects are currently being disseminated through Title VII Resource Centers to provide educators with a model and ideas for implementing similar practices. Additionally, these projects will be the starting point for the development of Project Information Packages (PIP's) for each of the projects. PIP's are produced as part of OE's "Packaging and Dissemination" Program, which is an effort to identify exemplary educational practices and projects through rigorous evaluation; to evaluate these projects based upon cost, availability, and replicability criteria; to package information on the instructional and management techniques considered to be the operative factors in reproducing the model; and to field test, revise, and disseminate the finished products. The dissemination of the four bilingual education projects as PIP's adheres to the Congressional mandate in the 1974 Bilingual Education Act that the Commissioner "establish, publish and distribute, with suggested models respect to pupil-teacher ratios, teacher qualification, and other factors affecting the quality of instruction offered in such programs."

The Exploratory Study of Title VII Projects in Native American, Pacific and Asian, and Other European Languages 1974-1976

Purpose: The "Exploratory Study" was designed in 1974 to identify cultural factors and program problem areas which are unique to non-Spanish projects. Site visits were conducted in Spring, 1975, of ten projects serving the target languages for evaluation and cross comparison to Hispanic-targeted projects.

Objectives: The objectives of the study were:

1. Identification of cultural factors specific to projects servicing the Native American, Pacific-Asian and European language groups;
2. Identification of service delivery approaches developed specifically for the target populations of such projects, and cross-correlation of cultural and service delivery variables with project success;
3. Documentation of systematic variations in resource availability;
4. Cost analysis of the target projects and a cost comparison with Hispanic-oriented projects;
5. Identification of issues that concern the target study projects.

Results: This study identified two major problem areas within the ten programs: inadequate teaching materials and a shortage of teachers trained in the subject languages. Due to the lack of instructional material appropriate to the target population at all projects visited, it was found that bilingual teaching materials were developed on-site or borrowed from other bilingual projects. Project personnel reported that they devoted significant proportions of their energies to development of materials suited to their students' language needs.

The Exploratory Study discovered a dearth of appropriate teaching skills in the initial stages of project development. While projects agreed that it would be beneficial for teachers to be specially certified for bilingual education, they indicated that certified teachers must still be trained on the project because most institutions of higher education do not fully prepare them. The shortage of qualified staff has been increased by expansion of state programs in the field, which apparently has led to "pirating" of Title VII program personnel.

The Exploratory Study recommended that:

1. Service of smaller language groups should be encouraged by law;
2. Such legislative action should explicitly permit classroom assignment of students according to racial and linguistic groups;
3. To ensure greater integration of bilingual education programs into district educational structures, there must be increased communication about Title VII projects within districts, greater participation of non-bilingual education personnel, and steps taken to avoid displacement of non-project personnel;
4. In non-Hispanic languages, materials development, resource training, and assessment and dissemination centers should focus on delivering technical assistance concerning materials, rather than specific materials to classroom projects. Periodic updates relating to available materials and new techniques, possibly combined with training in materials development, would prepare those most familiar with these scattered cultures to perform these tasks effectively.

The Study of Federal Program Supporting Educational Change 1973-1976

Purpose: The Office of Education designed this study in order to assess the impact of federally funded programs which were designed to introduce and spread innovative practices in public schools. The study was designed to determine whether these "change agent" programs fulfill their prupose of introducing practices which will be continued and disseminated by school districts after federal "seed money" is no longer available.

The study focussed on Title III ESEA, but also included ESEA Title VII, Part D of the 1968 Amendments to the Vocational Education Act, and the Right-to-Read Program.

Objectives: The objectives of the study included:

1. To identify factors which promote or discourage various innovations in schools;

2. To analyze and describe the nature, permanence and extent of dissemination of innovations associated with these programs and with federal, state, and local procedures.

Results: The results of site visits conducted during the 1974-1975 school years relative to bilingual education indicated little evidence of dissemination of operational models from one district to another, although the concept of bilingual education was communicated across district and state lines. The exchange of information concerning instructional techniques and materials was assessed as "inordinately weak." The cause of this problem was traced to one of two sources: either the Title VII "Special Projects" funded to disseminate information were not successful in their efforts, or school districts were too inexperienced to determine useful sources of assistance.

Evidence of communication within districts was more positive. Within large districts where Title VII projects served only a small percentage of eligible students, there was evidence of exchange of training, management, materials, staffing patterns and pupil scheduling information.

The study also noted that commercially produced materials were not adequate for use without significant adaptation. This resulted in a significant amount of redundant materials development activity by school districts, a resource which the Title VII national program did not systematically utilize.

The study indicated a severe shortage of qualified teachers and indicated that state mandates for bilingual education had potential negative effects on Title VII programs, as teachers might be "pirated" from the demonstration projects to staff state mandated programs.

Results of the 1975-1976 site visits and the final report on the study were unavailable.

7.4 NATIONAL INSTITUTE OF EDUCATION RESEARCH EFFORTS

As noted earlier, the National Institute of Education operates under Congressional directive to sponsor research supporting equal educational opportunity for all children. In planning its fiscal '76 efforts, the Multicultural/Bilingual Division of NIE has focused its research efforts in this field upon areas of need identified by three sources, two of which have been discussed in other sections of this report: the Bilingual Education Act Section 742(c) (See Chapter 5.4), and the Lau Task Force Report (See Chapter 2). The third input for NIE's research plan was a series of ten conferences, each focusing upon a different ethnic, cultural or professional group, held to solicit suggestions. Each conference sought information on the educational problems of the subject group, and the appropriate contribution of NIE toward their solution.

Consistent with NIE's overall purpose to provide quality policy-related research to national decision-makers, the Multicultural/Bilingual Division has delineated four strategies in this field. It plans to sponsor:

1. Policy studies to allow educational decision-makers to make informed selections of resource allocation and program direction approaches;
2. Linguistic research to expand the data base regarding native and second language acquisition processes;
3. Programs to develop new means of identifying students' needs and progress;
4. Teaching and curriculum development at the elementary and secondary levels.

The Multicultural/Bilingual Division is pursuing these four objectives with current research. Policy studies supporting number strategy are still in the developmental stages; a survey of educational goals and attitudes, and a study on research and policy implications of the Lau Task Force Report are planned for implementation later this year.

To date, little research has been conducted relative to the acquisitional process of native and second languages. To this end, research efforts are currently being conducted to construct an empirical basis for the development of instructional techniques, curriculum and materials. In addition, a series of studies is planned which will seek to determine the optimal age and grade level for introduction of English to non-English-speaking children. Primarily, this series will identify guidelines and select programs for matching transition strategies to the major types of sociolinguistic settings and program objectives.

Instruments to gauge student progress and outcomes are currently being developed under contract with the Center for the Study of Evaluation at the University of California at Los Angeles. Target populations include Hispanic, Puerto Rican, and other Spanish-speaking groups.

8.0 FUTURE PLANS OF THE NATIONAL ADVISORY COUNCIL

In order to most effectively fulfill its legislative mandate and to further the growth of bilingual education, the National Advisory Council has planned activities for 1977 which will include the study of relevant policy issues and the production of position papers on those issues, site visits to projects by individual Council members, and three public hearings in the Northwest, Northeast and the Southwest.

The 1974 Bilingual Education Act directs the Council to advise the Commissioner with respect to policy matters arising in the administration and operation of Title VII. The Council, in order to fulfill this role, will study and discuss six major issues, and produce position papers on each of these topics in 1977. It is expected that the following issues will be included:

1. A national Network of Bilingual Education Support Services
    a. Minority Language Development
2. Service vs. Demonstration vs. Start-up Cost Programs
3. Is Bilingual Education a Civil Rights Issue?
4. Criteria for Teacher Training
    a. Required 15% allocation for in-service training for all classroom projects - is it adequate or excessive?
    b. The importance of bicultural qualifications of teachers in bilingual education programs
    c. Institutionalization at the university level - is it necessary?
5. Evaluation vs. Research
    a. National Development of Evaluation Models

6. Local, State and Federal Coordination
    a. Consolidation of Data Collection
    b. Desirability of Separate State Units
    c. State Coordinating Council Models.

The Council will continue its policy of individual site visits by Council members to bilingual projects. In this way, the Council receives valuable input on both the successes and the problems involved in the implementation of bilingual education programs.

Based on the results of last year's public hearings, the Council will hold another series of hearings in the Northwest, Northeast, and Southwest regions of the United States. The Council expects that the 1977 hearings will include participation by more persons involved in bilingual education at every level, including Title VII program personnel, parents, and teachers and administrators involved in the implementation of bilingual programs.

APPENDIX A

COUNCIL MEMBERS AND COUNCIL CHARTER

I. NATIONAL ADVISORY COUNCIL MEMBERS AND PROFESSIONAL AFFILIATIONS 1975-1976

DR. FERNANDO E. ALVAREZ

Education:	Ph.D. - Political Science M.A. - Administrative and Diplomatic Law L.L.B. and Doctor of Laws B.S. - Social Science
Present Position:	President - Spanish American Translation Bureau, New York, N.Y. President - Spanish American Guidance Service Corp, New York, N.Y.
Experience:	Professor of Spanish Spanish American Language Center New York, N.Y.
Related Professional Affiliations:	Member, Executive Committee - Sons of Liberty Executive Member - Congreso Hispano-Americano

TERESA CHI-CHING SUN

Education:	Ph.D. Candidate - Oriental Languages M.A. - Education B.A. - Chinese Literature
Present Position:	Assistant Professor - Chinese Language and Civilization, California State University at Los Angeles
Experience:	Instructor - Chinese Language Los Angeles City College, Los Angeles, Ca.
Related Professional Affiliations:	Chairperson - Modern and Classical Language Association of Southern California Vice-President - China Society of Southern California Member - Ad Hoc Committee on the Bilingual/Cross-Culture Specialist Credential in the State of California

WEBSTER A. TWO HAWK

Education:	M.A. - Theology B.S. - Business Administration
Present Position:	Service Unit Director PHS Indian Hospital, Rosebud, South Dakota
Experience:	Director, Institute of Indian Studies University of South Dakota
	Adjunct Professor of Tribal Government Rosebud, South Dakota
	Past President - National Tribal Chairman's Association
	Past President - Rosebud Sioux Tribe
Related Professional Affiliations:	Representative - National Veteran's Administration Employment Board SBA Regional Representative

DR. EVELYN P. LYTLE

Education:	Ph.D. - Spanish and Portuguese Languages and Literature M.A. (Prin.) - Theology B.A. - Secondary Education
Present Position:	Associate Professor of Spanish and Portuguese The University of New Orleans Chairperson, National Advisory Council on Bilingual Education FY 77
Experience:	Assistant Professor of Spanish Randolph-Macon Women's College
	Visiting Professor of English Language and Literature, Pontificia Universidade Catolica de Sao Paolo, Brazil
	Faculty Member, NDEA Portuguese Institute Tulane University
Related Professional Affiliations:	Member University Committee on Courses and Curricula, University of New Orleans
	Member - American Association of Teachers of Spanish and Portuguese
	Member - Modern Languages Association

CARMELO RODRIGUEZ

Education:	Ed. D. Candidate - Education Administration C.A.S. - Education Ed. M - Education A.B. - Spanish and Education
Present Position:	Executive Director, Aspira, Inc. of Illinois Chicago, Illinois
Experience:	Research Assistant - Cross-Cultural Communication Cambridge, Massachusetts
	Assistant Executive Director - La Alianza Hispana Dorchester, Massachusetts
	Teacher - Lafayette Bilingual School Chicago, Illinois
Related Professional Affiliations:	Member - Equal Educational Opportunity Advisory Committee Illinois State Scholarship Commission

GUDELIA BETANCOURT

Education:	M.S.S. - Social Sciences M.A. - Secondary Education B.S. - Education Academy Certified Social Worker
Present Position:	Associate Professor - Albert Einstein College of Medicine Yeshiva University, New York, N.Y.
	Assistant Director - Mott Haven Clinic Lincoln Community Health Center, Bronx, N.Y.
Experience:	Assistant Professor - Hunter Graduate School of Social Work New York, N.Y.
	Program Specialist - Council on Social Work Education New York, N.Y.
Related Professional Affiliations:	Member - National Association of Social Workers Member - National Committee for legislation on Child Abuse

EVELYN J. FATOLITIS

Education: B.A. - Elementary Education

Present Position: Elementary School Teacher
Tarpon Springs Elementary School
Tarpon Springs, Florida

Experience: Work with Greek community in Tarpon Springs, Florida concerning education for bilingual students. Fluent in Greek

Related Professional Affiliations: Member - National Association of Bilingual Educators

BOK-LIM C. KIM*

Education: P.A.S. - Social Work Education
M.S.S. - Social Work
B.A. - Sociology

Present Position: Assistant Professor - Jane Addams Graduate School of Social Work
University of Illinois

Experience: Assistant Professor - EWHA Women's University
Seoul, Korea

Supervisor - Manhattan East Family Service Department Community Service Society of New York, N.Y.

Related Professional Affiliations: Chairperson-Asian-American Task Force, Minority Commission of Council on Social Work Education
Member - Minority and Curriculum Committees of Jane Addams Graduate School of Social Work

TOMAS DE AGUINO ROYBAL*

Education: Ph.D. Candidate - Education Administration
M.A. - Education Administration and Supervision
B.A. - Education

Present Position: State Education Agency
State of California

Experience: Instructor - Antelope Valley College
Lancaster, California

	Superintendent - Dulce Independent Schools Dulce, N.M.
Related Professional Affiliations	Past President and Member - The Keppel Union Teachers Assoc. Member - Mexican-American Educators Association of California

ROSITA COTA*

Education:	Ed.M. - Elementary Education and School Administration B.A. - Education
Present Position:	Project Director, Title VII Bilingual Program Tucson Public School District #1, Tucson, Az.
Experience:	NEA Project Director for Study on Bilingual Education entitled "Invisible Minority" Past-Chairperson - National Advisory Council on Bilingual Education FY76 Past - Member - Presidential Advisory Council for Title III ESEA
Related Professional Affiliations:	Member - National Education Association Member - Mexican-American Educator's Association Member - NEA Instruction and Professional Development Commission

ROLANDO A. SANTOS*

Education:	Ph.D. - Foreign Languages M.A. - Foreign Languages AA,AB,BSE - Foreign Languages and Education
Present Position:	Professor - School of Education California State University at Los Angeles
Experience:	Assistant Professor University of the Phillipines Lecturer, UNESCO Asian Center for Teacher Educators Quezon City, Phillipines
Related Professional Affiliations:	Member and Past Vice President - Filipino-American Educators Association

FRANK L. ANZALONE*

Education: High School Graduate

Present Position: Independent Businessman

Experience: Member, Louisiana House of Representatives

LORRAINE P. GUTIERREZ

Education:
Ph.D. - Curriculum and Instruction
M.A. - Special Education
B.A. - Art Education

Present Position:
Private Business
Albuquerque, N.M.

Experience: Extensive work in attitudes toward bilingual education particularly on relationships to parents with children in bilingual programs.

Related Professional Affiliations:
Trustee - University of Albuquerque
Member - Albuquerque Public School Board
Member - State Advisory Council to the U.S. Civil Rights Commission

JAMES D. LEHMANN

Education:
Ph.D. Candidate - Administrative Leadership
Ed.M. - Education
B.S. - Education

Present Position:
Assistant Superintendent for Instruction
Eagle Pass Isd, Eagle Pass, Tx.

Chairperson - State Textbook Adoption Commission
State of Texas

Experience:
Director of B.E. Programs
Fort Worth Isd
Adjunct Professor
Texas Wesleyan College

Related Professional Affiliations: Member - NEA, NABE, Texas Association of B.E.

ALFREDO G. DE LOS SANTOS, JR.

Education:	Ph.D. - Education Administration M.L.S. - Library Science B.A. - English
Present Position:	Director, Institutional Planning in B.E. SEDL Austin, Tx.
Experience:	President, El Paso Community College El Paso, Tx. Dean of Instruction, Northampton County Area CC Bethlehem, Pennsylvania
Related Professional Affiliations:	Chairman, El Congreso National de Asuntos Colegiales Member - Advisory Committee, ERIC Clearinghouse for Junior Colleges, UCLA

F. RICHARD HSU

Education:	LL.D. - International Law M.A. - International Law and Relations B.A. - Political Science
Present Position:	President, China Institute of America New York, N.Y.
Experience:	Senior Editor of Grolier, Inc. Associate Editor, Encyclopaedia International
Related Professional Affiliations:	Vice President - National Coordinator Assembly for Ethnic Studies Vice Chairman - National Confederation of American Ethnic Groups

PAULA ALLEVA

Education:	M.S.- Educational Administration and Supervision B.A. - Italian and Mathematics
Present Position:	District 21 Coordinator of Bilingual, TESL and FLES programs Brooklyn, N.Y.
Experience:	Elementary and Junior High School Teacher Brooklyn, N.Y.
Related Professional Affiliations:	American Association of Teachers of Italian NYS Association of Foreign Language Teachers Association for Multiethnic Programs

JEANETTE HARDY

Education:	B.A. - French and Vietnamese
Present Position:	Senior Secretary Computer Science Infinite, Corp. Tysons Corner, Virginia
Experience:	Fluent in both French and Vietnamese. Worked closely with Vietnam refugee relocation programs.
Related Professional Affiliations:	No organizations

OMER PICARD

Education:	M.Ed. - Education Administration B.S. - Elementary Education
Present Position:	Principal Acadia Elementary School Madawaska, Maine
Experience:	Title VII Project Director St. John's Valley Bilingual Educational Program, Maine Elementary School Teacher Madawaska, Maine
Related Professional Affiliations:	Member - National Association of Elementary School Principals Member - International Reading Association Member - Teachers of English to Speakers of Other Languages

* Term of membership expires November 1, 1976

II. OFFICE OF EDUCATION CHARTER OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

Purpose

The Bilingual Education Act declares it to be the policy of the United States to encourage the establishment and operation, where appropriate, of educational programs using bilingual educational practices, techniques and methods, and from that purpose, to provide financial assistance to local educational agencies, and to State educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the pre-school level, which are designed to meet the educational needs of children of limited English-speaking ability and to demonstrate effective ways of providing, for such children, instruction designed to enable them, while using their native language, to achieve competence in the English language. The Education Amendments of 1974 also provide the special assistance be given to the needs of persons of limited English-speaking ability through bilingual adult and vocational educational programs.

Discharge of these responsibilities requires the advice of the National Advisory Council on Bilingual Education.

Authority

Section 732 of the Bilingual Education Act (20 U.S.C. 880b-11). This Council is governed by provisions of Part D of the General Provisions Act (20 U.S.C. 1233 et seq.) and the Federal Advisory Committee Act (5 U.S.C. Appendix 1), which set forth standards for the formation and use of advisory committees.

Function

The National Advisory Council on Bilingual Education shall advise the Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the Commissioner of Education in the preparation of general regulations and with respect to policy matters arising in the administration and operation of the Bilingual Education Act, including the development of criteria for approval of applications, and plans under the Act, and the administration and operation of other programs for persons of limited English-speaking ability. The Council shall also prepare and, not later the November 1 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation of the Act, and the administration and operation of other programs for persons of limited English-speaking ability.

Structure

The Council shall consist of 15 members, including the Chairperson, appointed by the Secretary. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children and other persons who are of limited English-speaking ability, at least one of whom shall be representative of persons serving on boards of education operating programs of bilingual education. At least three members shall be experienced in the training of teachers in programs of bilingual education. At least two members shall be persons with general experience in the field of elementary and secondary education. At least two members hsall be classroom teachers of demonstrated teaching abilities using bilingual methods and techniques. The members of the Council shall be appointed in such a way as to be generally representative of the significant segments of the population of persons of limited English-speaking ability and the geographic areas in which they reside.

Members will be invited to serve for staggered three-year terms, subject to renewal of the Council by appropriate action prior to its expiration.

The Council is authorized to establish five committees: Executive, Budget, Public Hearings and Report to Congress, Non-Spanish Bilingual/Bicultural Programs, and the Legislative Committees. Each committee shall have three members and shall elect its Chairperson. No Council member shall serve concurrently on more than two committees.

The Executive Committee consists of the Council Chairperson, Vice Chairperson and one member at large. The Executive Committee is responsible for the Council's budgetary and administrative policies. The Committee is empowered to take emergency action on behalf of the Council between regularly scheduled Council meetings, subject to Council review at a later date.

The function of the Budget Committee is to determine how funds are distributed by the Office of Bilingual Education in order to advise whether grant patterns need to be altered or reinforced.

The functions of the Public Hearings and Report to Congress Committee are to arrange for public testimony on the condition of bilingual education in the Nation to be heard, to digest such testimony for inclusion in the Council's mandated report and to prepare such report for transmittal to Congress and to the President.

The function of the Committee on Non-Spanish Bilingual/Bicultural Programs is to review the status of such programs and to make recommendations pertaining to such programs.

The function of the Legislative Committee is to study proposed modifications in the rules and regulations implementing the Bilingual Education Act and make recommendations thereunto.

Committee recommendations are subject to the deliveration and approval of the entire Council.

The Council is authorized to establish such other committees as may be required to enable it to carry out its functions. The Council shall notify the Office of Education Committee Management Officer upon the establishment of each such committee, providing information on its name, membership, functions, and estimated frequency of meetings.

Management and staff services shall be provided by the Director, Office of Bilingual Education, who shall serve as Office of Education Delegate to the Council. The Commissioner will procure temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with Section 445 of the General Education Provisions Act and will make available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively.

Meetings

Council meetings shall be held not less than four times each year at the call of the Chairperson, with the advance approval of the Commissioner or the Commissioner's designee, who shall approve the agenda and be present at all meetings.

Committees shall meet at the call of the Chairperson, with the concurrence of the Council Chairperson, Committees generally meet in conjunction with the Council, but may meet approximately one additional time per year.

Meetings shall be open to the public except as determined otherwise by the Commissioner. Notice of all meetings shall be given to the public.

Meetings shall be conducted, and records of the proceedings kept, in accordance with applicable laws and Department regulations.

Compensation

Members who are not full time Federal employees shall be paid at the rate of $100 per day, plus per diem and travel expenses, in accordance with Federal Travel Regulations.

Annual Cost Estimate

Estimate of annual cost for operating the Council, including compensation and travel expenses for members but excluding staff support is $100,000. Estimate of annual person-years of staff support is 1½, at an estimated annual cost of $22,000.

Reports

In accordance with Section 732(c) of the Bilingual Education Act, the Council shall prepare and submit not later than November 1 of each year a report to the Congress, the President, and the Secretary, through the Assistant Secretary for Education and the Commissioner of Education, a report on the condition of bilingual education in the Nation and on the administration and operation of the Act, and the administration and operation of other programs for persons of limited English-speaking ability.

In accordance with Section 443(a)(2) of the General Education Provisions Act, the Council shall submit an annual report to Congress not later than March 31 of each year. This report shall contain, as a minimum, a list of members and their business addresses, the dates and places of Council meetings, the functions of the Council, and a summary of the Council's activities, findings, and recommendations made during the year. Such report shall be included in the Commissioner's annual report to Congress on March 31.

Copies of both reports by the Council shall be provided to the Department Committee Management Officer, the Office of Education Committee Management Officer, and the Office of Education Delegate to the Council.

Termination Date

Unless renewed by appropriate action prior to its expiration, the National Advisory Council on Bilingual Education will terminate on September 30, 1978.

This charter will expire on August 21, 1978.

APPENDIX B

DIGEST OF PUBLIC HEARINGS

Introduction

The National Advisory Council on Bilingual Education held a series of three (3) Public Hearings in 1975-76, in Philadelphia, Albuquerque, and Portland. The purpose of the hearings was to obtain information, recommendations, and observations to be used in the policy and administration recommendations that the Council makes to the Department of Health, Education and Welfare and the Office of Education. Issues discussed were related to possible legislative changes, administrative improvements, and national policy considerations on bilingual education.

Witnesses from throughout the Southwest, Northwest, and the Northeast testified at these hearings. Representatives of Title VII programs in operation in local education agencies and institutions of higher education, representatives of numerous ethnic and community groups in need of programs, experts in the field of bilingual education, and involved parents, teachers, and community members attested to the enormous need for increased federal, state, and local funding of bilingual education programs.

While the testimony at hearings throughout the nation refelcted the same basic concerns, regional differences appear in the emphasis placed on various issues. When significantly different stress was given to issues in different regions, this digest includes an overview of nationwide findings, followed by a discussion of the problems raised at each hearing.

Support and Expansion of the Bilingual/Multicultural Approach

Bilingual education has a role to play in awakening in every student, of every language background, an appreciation for the diversity of our national heritage. Witnesses at hearings nationwide stressed the importance of this positive approach to bilingual education, rather than the "remedial" viewpoint that bilingual education affects only non-English dominant speakers until they have "adjusted." Informing the general public of the wider goals of bilingual education was termed an essential aspect of bilingual education, as it is the only certain way to ensure the continued growth and vitality of the program.

Two distinct but interrelated issues were raised in support of the bilingual/multicultural approach: 1) general endorsement of a maintenance model of bilingual education, and 2) encouragement and expansion of English-speaking student involvement.

Maintenance vs. Transitional Approach: Witnesses in Portland, Albuquerque, and Philadelphia generally endorsed a maintenance model program. It was felt that the native language and culture of a student should be treated as a resource to be capitalized and reinforced, rather than as a handicap to be overcome. A transitional model, while recognizing this concept, implicitly denies it by abandoning native language instruction when competence is established in English. It was generally believed that a maintenance model, by continuing native language and cultural instruction after English competence is established, formally supports and validates the child's own cultural traditions and values. This formal recognition of the child's self-worth gives the child the self-esteem and confidence necessary to cope with a demanding and often strange educational system. Furthermore, for the inter-culturally mobile, such as Puerto Rican children who travel between the island and the mainland, or Hispanic children in the Southwest who live in a bilingual environment, bilinguality becomes an economic and social asset.

While several witnesses cited situations in which transitional or ESL approaches are more practical, e.g., scattered populations such as the Vietnamese, it was generally felt that ESL programs should be used only as a stopgap measure for those students well along in the educational system. The general opinion was that a transitional mode was the minimum which should be provided for students, while the ideal would be maintenance model programs stressing the positive value of the native culture.

Encouragement of Expanded English-Speaking Student Involvement: Many testifiers urged the expansion of bilingual programs to allow for increased participation of English dominant children. The National Education Association's recommendations to the Council succinctly express the rationale behind this: 1) "It will provide English dominant children an opportunity for enriching their educational experiences while instilling in them an understanding of and appreciation for languages and cultures other than their own; 2) "It decreases the possibilities of resegregation by ethnic groups of youngsters in the classroom." Additionally, there are many areas throughout the country, particularly in the Southwest, in which a bilingual/multicultural education is a distinct advantage in participating in an increasingly culturally pluralistic society.

A highly successful example of English dominant student participation was discussed at the Philadelphia hearings. A Title VII program in Bristol Borough, Pennsylvania is an open bilingual education model program with 100 English dominant and 100 Spanish dominant students matched according to achievement, socioeconomic status, grade level, sex, and ability. This program has received enthusiastic community support. There is a waiting list of English dominant parents who wish to enroll their children in the program. Witnesses frequently expressed the opinion that an extremely important task of bilingual programs should be the "selling" of the concept to the communities and to the nation. This project illustrates that Title VII programs can and do influence the perceptions of the public.

While enrollment of English-speaking children in bilingual education programs is permitted under Title VII, the language is restrictive, according to many participants, and inclusion is not encouraged in the Office of Bilingual Education's "criteria for competition for assistance." Providing for an incentive, through the allocation of a given number of points for programs which offer the opportunity to participate to English speakers, would be consistent with the regulations' stricture against nonessential segregation by language or ethnic background.

Office of Bilingual Education - Procedural Considerations

Participants at all hearings expressed suggestions concerning the administration of the Bilingual Education Act. The bulk of the substantive recommendations will be discussed in subsequent sections as they relate to specific issues. Certain recommendations were made which directly relate to the administration and operation of the Office of Bilingual Education. These recommendations centered upon means of ensuring target group input into the process of guideline formation and administration, and upon greater flexibility in the program's administration to adjust to the diverse needs of the affected constituencies.

Greater Representation of Affected Groups: Witnesses representing both Native American and Asian American populations felt that their special problems, including the multiplicity of languages involved and the scattered location of target groups, were unappreciated in Washington. Native

American representatives pointed out that, consequently, fewer than ten percent of the over 300 projects funded under Title VII in FY 1975 served Native Americans. One method of building sensitivity to Native American problems into the administration of Title VII, widely supported, is to expand Native American representation in the various decision-making positions. Specifically, it was suggested that there should be active representation of Native Americans in the Title VII Office in Washington (these recommendations ranged from the creation of a post for a Native American representative to the establishment of a Native American office within OBE). It was also recommended that proposals for Native American projects be read and the projects be evaluated by Native Americans, preferably those fluent in the language of the particular project, and familiar with the problems involved; and that the Native American representation on the National Advisory Council on Bilingual Education be increased from one to three.

Asian American groups also recommended increased representation in the Title VII Office in policy-making, proposal reading, and evaluator roles.

Procedural Changes: Many witnesses described the difficulties they had experienced in complying with the requirement that grant proposals be submitted to OBE within thirty days of publication of final guidelines in the Federal Register. This requirement, it was suggested, evidences governmental disregard for the various stages of clearance and development through which a proposal must pass prior to final submission. Not only must a proposal be generated, including location of facilities and personnel, but, by the requirements of the guidelines, parent and community input must be solicited and taken into account. Local school administrations must concur. State education agencies (or, in the case of reservation schools, the Bureau of Indian Affairs) must be given a "reasonable opportunity" to make recommendations on the proposal. In the case of Native American groups, the Tribal Council and perhaps the local tribal organization must be consulted. A value treasured by Native Americans, consensual decision-making, is thwarted in the initial stages of a program designed to preserve and enhance their unique heritage.

Compounding these problems of the layers of decision levels to be cleared are the vast distances and remote locations involved. The Federal Register does not reach New Mexico, according to one participant, until up to a week after publication. Even then, remotely situated Native American groups may be unaware of the publication for some time. Thus the 30 day deadline is eroded.

Arguing in support of both longer response periods and simpler guideline regulations, witnesses representing both Native American and Asian American groups explained that persons skilled in the appropriate "bureaucratise" of the program are in short supply. One witness frankly cited the low educational achievement levels of Native American groups, in particular their low English fluency rate, as an impediment to procurement of funding. It was suggested that, in order to assure that projects are funded on the basis of need and not on the basis of writing skills or political influence, the Office of Bilingual Education should provide technical assistance in proposal development to affected language groups.

A number of witnesses called for the stabilization of Title VII guidelines. For the third consecutive year, the guidelines were amended for technical assistance, and facilitate information exchange among the three groups. Many witnesses called for improved coordination among various federal programs which are mandated to service the same target groups. Testimony from a number of individuals suggested the need for statewide and nationwide information centers where information concerning available curriculum, materials, and teachers would be housed. It was felt that a substantial possibility of duplication of efforts and wasted resources exists, which is directly contrary to Title VII's intention to fund projects which would develop expertise to be shared with subsequent projects.

Federal/State/Local Coordination

Witnesses expressed the need for improved communications between United States Office of Education, Title VII Resource Centers, and state education agencies to enhance the federal and state agencies' ability to advise LEA's on national bilingual education developments. A variety of current communication failures which impede local efforts were cited, and solutions recommended.

Title VII and state bilingual education laws assign a variety of vital functions to SEA's. Applications from LEA's for project grants must be - submitted in advance to the appropriate SEA's in order to allow a "reasonable opportunity" for comment and recommendation. LEA's proposals are evaluated in part on the basis of the need for assistance demonstrated, determined partially from SEA recommendations concerning the relative need for the intended activities in different areas within the state, and the relative ability of LEA's to conduct those activities. Further, up to five percent of the amount paid to LEA's in a given state may be disbursed to SEA's under contracts to coordinate technical assistance to those local programs.

If these functions of giving counsel to LEA proposals, making relative need recommendations to OBE, and coordination of technical assistance within the state are to be performed effectively, the SEA must have both the commitment and the funds to perform the task, two factors which witnesses said have been lacking in the past. Some witnesses went so far as to suggest that resistance from state and local education agencies in the past has been the largest single impediment to implementation of bilingual education. While some SEA's have formal offices or departments of bilingual education, others have not even demonstrated that level of commitment.

More important than the bureaucratic formalities, however, is the absence of sufficient resources for the SEA to give meaningful guidance to projects. Witnesses urged that more money be funded in this area to allow and encourage the states to effectively supervise and coordinate the allocation of resources within their borders, and perform their Title VII role in more than a pro forma manner. One witness from Arizona related that 90% of his time as project director of a bilingual program was unnecessarily spent in justifying expenditures to governmental officials ignorant of the program's nature and the culture being taught, due to the state law which requires all monies, including federal grants to LEA's to be disbursed through state and county superintendents of schools.

The problems involved in current communications concerning impending funding decisions, regulations changes, and proposal submission deadlines from the OBE to interested parties in geographically remote areas have been discussed above under Office of Bilingual Education Procedural Recommendations. It was suggested that OBE gather a mailing list of interested persons and institute a bulletin or newsletter system, regularly

Fiscal Year 1976. Witnesses explained that in order to develop a viable proposal, interested groups must begin proposal development upon publication of the proposed guidelines in the Federal Register. In this way, 30 additional days are added to development time. However, it is extremely difficult, in sixty days, to prepare a proposal in reliance upon guidelines which, for the first half of the alloted time, may be changed. While recognizing that a young, evolving program such as Bilingual Education must necessarily change to adjust to problems as they are recognized and experience is gained, participants asked for fewer changes in the Guidelines, as the frequent amendment further complicates the already difficult process of grant application.

Amending the guidelines also causes problems to ongoing bilingual projects. Recognizing that refinements will and should be made, witnesses suggested that a 'hold-harmless' clause be added to the fuidelines (protection to ongoing project which were developed under prior regulations but would be excluded under the new guidelines) or that projects be funded on a multi-year basis. Constant upheaval and uncertainty seriously interfere with curriculum continuity and teacher hiring; benefits gained in one year may slip away the next, and qualified personnel are difficult to hire without some assurance of job security.

Not only should the regulations for the fiscal year be released earlier, allowing applicants more time to prepare program and incorporate the necessary community feedback, but, it was suggested, funding decisions, if possible, should be made and announced sooner. Many school districts, either by state law or employment contract with teachers' unions, must commit themselves early in the year to rehire those teachers needed for the next academic year. Grant applicants are not informed of the acceptance or rejection of their proposals until early July. This sequence places school systems in an uncomfortable dilemma. If a bilingual education program is planned for the following year, they can give notice of rehiring to the needed personnel, at the risk of liability if the program is not funded. Or they can not hire (or not retain) the teachers, taking the risk that they will be unavailable in July when the proposal might be accepted. In any case, qualified personnel may be otherwise committed and unavailable to join a start-up program by July.

Information concerning the status of a proposal within the evaluation process in OBE should be available to the applicant. Several participants were concerned at the general "black-out" which falls over a proposal once it reaches Washington. Some mechanism to allow incomplete proposals to be returned to the applicant for clarification or amendment, it was said, would make the competitive grant distribution process operate more upon the merits of the need and commitment of the LEA, and less on its grantsmanship talents.

Coordination and Communications

As might be expected in a program which has experienced bilingual education's rapid growth in recent years, effective communication and coordination among the various local, state and federal agencies involved in administering Title VII and other bilingual projects has not yet been established, according to testimony. Local education agencies suggested the need for some kind of informational network between themselves and federal and state agencies in order to clarify policy issues, coordinate keeping those concerned abreast of developments in federal programs--impending proposal requests, regulations changes, the outlook for funding, etc. Thus local programs would have some advance notice, and those without the appropriate "connections" and/or immediate access to the Federal Register would not be unfairly disadvantaged. Focusing upon the problems created by the weakness of State Bilingual Education offices, another witness suggested that OBE commit itself to a specific delivery date, five days after publication, of materials to state education agencies, and that sufficient numbers of regulations, application packages and operational manuals should be provided to allow direct and immediate distribution. Currently, SEA's either will not or cannot spend the time and money to reproduce and distribute enough copies for all those interested.

Inter-Agency Coordination

Witnesses at the Portland hearings described a need for coordination between Title VII and Title I Migrant programs. Since a substantial proportion of migrant children are of limited English-speaking ability, one of their most basic educational problems would be best served by Title VII programs. According to one witness, Title I concentrates on development of basic skills; this should be augmented by the bilingual/bicultural approach. The witness explained that Title I Migrant in Washington was about to implement a teacher training program concentrating on Spanish migrant education, and they had often approached Title VII programs in the area in an attempt to join forces, but had received little response. It was felt that substantial overlap of functions exists and since the needs of the migrant population are so great, a more coordinated effort would provide more needed services.

Witnesses representing schools under the Bureau of Indian Affairs' authority expressed the suspicion that their programs and schools were given low priority by the BIA, the Office of Bilingual Education and the Office of Indian Education at OE, because each agency feels that Native American programs are adequately funded under some combination of the other two. Noting that twenty percent of ongoing Native American bilingual education projects had been cut off in FY '76, one witness called for an investigation of this "Let John do it" attitude among the agencies, and for greater coordination of funding allocation decisions among similar projects in the future.

Speakers at the Albuquerque hearings described coordination problems particular to those schools on reservations operated either directly by or under contract with the Bureau of Indian Affairs. For these schools, operated under federal authority, the BIA serves the same function and has the same responsibilities, for Title VII purposes, as a state education agency. Thus, proposals must be submitted to and approved by the BIA as well as the Office of Bilingual Education, and monies are disbursed through the Department of the Interior (BIA), with consequent delay. One case was described in which a bilingual education project was "funded" in July and began operation in September at the beginning of the school year, yet did not receive its first check from the program until November of that year. Especially for those schools operated under contract with BIA under the 1972 Indian Education Act, subject to annual zero-budget funding and tight federal accounting standards, such delay could be disastrous. School systems whose programs survive such uncertainty and delay are not encouraged to venture their resources in submitting proposals and advancing scarce funds in subsequent years.

Finally, witnesses called for some streamlining of Office of Bilingual Education and Bureau of Indian Affairs regulations to adjust for one another, as BIA's civil service restrictions on hiring and staffing procedures are frequently incompatible with OBE grant guidelines. As long as schools and programs are to operate under dual funding, the requirements of two sources should be harmonized as much as possible.

In reference to increasing inter-agency coordination, a number of witnesses recommended that the National Advisory Council on Bilingual Education should join forces with other similar Councils: i.e., Title I Compensatory Education, Educational Research, Ethnic Heritage and others, in order to identify common problems and work more cooperatively and effectively to solve them.

Expansion of Bilingual Programs to Include Additional Target Populations

Many witnesses expressed the concern that significant numbers of linguistically disadvantaged students are excluded from access to bilingual education programs by the limited definition of the target group as those of "limited English-speaking ability." That definition requires that members of the target group, among other things, "come from environments where a language other than English is dominant." Witnesses at the Albuquerque, Portland, and Philadelphia hearings testified eloquently that this definition is interpreted by the Title VII regulations in such a way as to exclude many needy children from participation. The problem of the Native American child was discussed at both the Albuquerque and Portland hearings, while Philadelphia witnesses concerned themselves primarily with the problem of the "social" vs. the "academic" English speaker.

Albuquerque and Portland: Many witnesses explained that historically, Native Americans were forbidden by law, then discouraged by BIA policy, from speaking their native languages. Consequently, reports the Smithsonian Institution, "of about 300 recognizably separate Indian languages and dialects still extant in the United States, only roughly 40% have more than 100 speakers. In the case of roughly 55% of all these languages, the remaining speakers are of advanced age." Due to this, most Native American children cannot be considered as living in an environment where a language other than English is dominant.

On the other hand, the cultural isolation of Native Americans on reservations has excluded them from participation in mainstream American culture and has preserved a cultural ethos and conceptual constructs which are foreign to the American educational system and which place their children at a severe disadvantage in an academic setting.

Thus, according to many who testified, the long dominance by the English-speaking culture of some Native American groups has placed their members in a "no man's land" where the native language is no longer dominant, but the English that is spoken is not "standard;" that is, it lacks the grammar and vocabulary which a fully native speaker would absorb. Thus, these parents, while marginally functional in what might be called a dialect of English, lack its full command; and because of erosion and repression in the past of their Native American language by the school system and other instruments of the English-speaking dominant culture, also lack mastery of that tongue. While their children are, in fact, of limited English speaking ability, they are excluded from Title VII targeting by the definition of affected persons.

Witnesses representing various Native American language groups in the Northwest, including the Yakima Valley 5 River Tribes (WA), the Confederated Tribes of the Warm Springs Indian Reservation of Oregon, and the Consortium of Johnson O'Malley Committees of Region IV (WA), felt that, given current funding policies, the Indian child is essentially programmed to fail. Unable to receive bilingual education because his/her "dominant" language is English, the child is unable to learn in an American cultural system becuase his thought and behavior patterns are Native American. A representative of the Confederated Tribes of the Warm Springs, Oregon, Indian Reservation believed that the stress on speaking English in concert with the isolation of Indian tribes has caused great interference and damage to language development in both English and the Native language. A witness representing the Yakima Indian Nation testified that in her experience, the most pressing problem of the Indian child is lack of comprehension. It has been theorized that this lack of understanding results from the fact that Indian parents instill tribal culture using English words and Indian concepts, thus producing behaviors which are not conducive to classroom instructional techniques.

The consensus of opinion of the presenters was that it is impossible to express Tribal culture, utilizing the English language, as it does not include the necessary concepts. Further, it was felt that Indian children are not able to function adequately in an academic setting from which their home culture is excluded. Thus, witnesses felt that bilingual education is imperative.

The following statistics were cited by witnesses to support their contention that Native American children are unable to function in standard American classrooms. An Oregon state representative estimated a 50% drop out rate of Native Americans in his state. A study, conducted in the early 60's in Oregon, indicated that in some parts of the state with large Indian populations, a 92% drop out rate existed; only 1 or 2 Indians in the area had graduated. In the 9 school districts in the Region IV Johnson O'Malley District (WA), which includes the Yakima Indian Nationa, there has not been one high school graduate in 8 years. Similarly, the Northwest Regional Educational Laboratory, based on their own studies and experience, estimates that the drop out rate among Indian students in the Northwest (WA, ID, MT) is approximately 50%, with some areas as high as 90%. The laboratory estimates that by 8th grade most of the Indian students have fallen at least 2 years behind in reading level.

Tribal councils, parental groups, and some projects in the Northwest are attempting, with some success, to alleviate these problems; but resources are minimal compared to the massive changes which are necessary.

The Director of Johnson O'Malley Programs in Region IV spoke as representative of the Yakima Indian nation. She explained that each school in the reservation area has parent committees, and that the committees have organized themselves into a consortium to strengthen their contributions to public school systems in the reservation area. Her office is establishing an orthography of the Yakima language, which involves the study of 14 Yakima dialects to establish one common Yakima written language. They are also writing curriculum, but these are time consuming and expensive processes, and attempts to receive funding for these purposes have been largely unsuccessful. They have repeatedly been told that Title VII guidelines do not accommodate them, and thus, attempts to join forces with existing bilingual programs in the region have been unsucessful.

Throughout the region and throughout the nation, according to those testifying, similar actions are being taken; orthographies and curriculum materials are being developed and instructional service delivery systems are being coordinated. Indian parents are becoming increasingly active. However, funds for projects are limited and there is an intense need for qualified personnel. Attempts to receive Title VII funding have been unsuccessful, because the regulations' strict interpretation of the law reads the teaching of many of the Native American languages as the teaching of foreign languages. The essential irony perceived by many witnesses was that this interpretation restricts many children whom the spirit of the law intended to include.

Philadelphia: A representative of the Pennsylvania State Department of Education testified that the federal definition of children eligible for bilingual funds should include all children whose parents speak a language other than English in their homes (It was indicated that this was both Pennsylvania's and the Civil Rights Commission's definition). This would include children who are social English speakers but lack an adequate academic vocabulary. A witness from the Reading School District maintained that these children are often misplaced in non-bilingual classrooms and suffer academically. She felt that children unable to adequately function academically in English should be considered in the same category as children who speak no English at all, for practical classroom achievement purposes.

Recommendations were made which cover the above mentioned problems. It was suggested that the definition "limited English-speaking ability" from "environments where a language other than English is dominant" should be expanded, in the statute itself or in the interpretive regulations, to include those who are substantiallly linguistically deprived because of interference with their native tongue, and whose learning ability is thereby impaired, regardless of the language dominant at home. Alternatively, the word "English" could be applied to mean a certain level of competence in the societally dominant dialect of English, thus putting the "halfway" tongue of many Native American and other children into the non-English dominant environment category, and making those children eligible for Title VII funding.

Evaluation, Monitoring, and Testing

Testing at the three hearings affirmed the need for improved monitoring, more objective evaluation techniques, and the development and implementation of adequate testing methodology for bilingual programs. The need for more effective modes of evaluation and monitoring of Title VII funded programs was generally suggested in reference to one of two basic goals: (1) Hard data on the effectiveness of in-place programs should be available to clearly establish the effectiveness of bilingual education, to encourage further research and development programs, and to provide a means of pinpointing exemplary projects to be used as models for subsequent bilingual programs; and (2) Improved methods of monitoring in-place programs must be established to assure commitment to bilingual/multicultural education and adherence to both the spirit and the letter of the Bilingual Education Act and the Title VII regulations. A number of participants expressed the opinion that Title VII programs have two inherent dangers which must be avoided through careful direction and support. The program can become a ""'give-away" program; more dangerously, it has the potential for strong negative effects, including the resurgence of segregation and racial bias under the guise of educational innovation. Speakers urged the federal government to continue and expand upon current monitoring activities.

One of the major impediments to developing proper evaluation procedures identified was the lack of adequate testing tools to measure the cognitive level of bilingual students. While participants affirmed that some competent tests are in process of development, many speakers described a lack of appropriate instruments.

Thus, testing, monitoring and evaluation, according to testimony at the three hearings, represent a triad of interlinked areas where programs must be examined and strengthened to ensure validity of measurements and excellence of delivery in bilingual education.

Albuquerque: Witnesses at the Albuquerque hearings generally endorsed the Title VII emphasis upon pre and post-testing as necessary for a timely evaluation of progress in each program. The need for measurement and analysis of progress under various methodologies was emphasized as consistent with the pioneering nature of bilingual education today. Specific issues raised in Albuquerque included the adjustment of OBE guidelines on evaluation to account for the unique circumstances of Native American language groups and programs, and the more effective use of existing testing and assessment techniques in the planning and development stages of LEA Title VI programs.

A representative of the Albuquerque Classroom Teachers Association, urged that in the initial stages of program development more careful needs assessments of the target population should be conducted, including accurate surveys of distribution of various language groups, analyses of the numbers of children with varying degrees of skill within these language groups, and attitudinal testing of these children. Accurate initial appraisal of these factors aids in focussing subsequent instruction, in matching periodic tests to the particular target population, and in measuring progress.

While in no way objecting to the law's stress on testing, the Federal Programs Coordinator of the Window Rock School District suggested that the OBE Guidelines should allow several years for a Native American program to develop a complete testing program. Testing methodology and materials are only now being developed in some languages, in some cases by the LEA's themselves, and the effort is hindered by the lack of a written language for some language groups. Thus, to penalize a proposal for the "absence of quantifiable measurement of success" at an early stage unfairly handicaps programs in those ethnic groups most in need of aid. Tests are still being developed for Native American languages, and it was suggested that OBE should not demand the impossible as a condition to funding.

A witness from the New Mexico Department of Education raised the issue that current OBE guidelines describe the required evaluation model as including the establishment of separate control and experimental groups for comparative testing. This witness complained that such a procedure is outdated and inhibits program flexibility. He indicated that workable evaluation models which do not require segregation of a control group do exist and are professionally accepted.

Albuquerque witnesses made a number of specific suggestions for improvements in the mechanics of the monitoring process itself. Monitoring criteria should be standardized and broadened. Several project directors felt that their projects had been subjected to an assessment based upon the subjective impressions of an outsider, rather than upon the concrete results of their programs. A more detailed schedule, assigning point scores to various categories, would assist in remedying this problem.

Two speakers with experience both directing and monitoring bilingual education projects joined in a request for greater resources to be devoted to this function. The two day visit allowed by current funding arrangements allows barely enough time to meet the administrators involved, according to the Executive Director of Catholic Social Services of Albuquerque, and cannot result in a fair appraisal of the program. Moreover, if monitoring criteria are to be expanded to include an assessment of teaching personnel in action and an evaluation of the competence and commitment of school principals and other LEA administrators, more time is needed. Finally, the arrival of a skilled outsider presents an opportunity for desperately needed technical assistance which is now lost for lack of time. The evaluator, in reviewing the program aspects relevant to his assessment function, will frequently discover problem areas where the LEA could benefit from his experience in resource identification and training. However, due to the tight schedule compelled by current funding, the opportunity is lost. The evaluation budget should provide for monthly on-site visits, rather than the current once-a-year allowance.

Three specific recommendations were voiced concerning improvement in the selection of monitoring personnel. Native American programs should be monitored by Native Americans, preferably those fluent in the target languages, to ensure that the problems involved in teaching the particular culture are appreciated. If possible, however, they should be from a different area, preferably out of state, in order to ensure complete removal of personality and local political conflicts which could arise. Finally, and most important, witnesses asked for personnel to be hired from some source other than the project being evaluated; the evaluator should be drawn either from the OBE itself or should be hired on direct contract with the OBE, rather than contracted for by the project. Such closeness and financial dependency does not identify problems early and determine if the government's money is well spent.

Portland: A number of witnesses at the Portland conference affirmed the need for expansion of monitoring techniques of Title VII programs. The testimony of the Chicano Concilio of Oregon, which was supported by a number of other witnesses, suggested that, although some Title VII programs in the Northwest are achieving excellent results, there are a number of projects which should be more tightly operated. Examples were given of Title VII programs in which students are taught in a vacuum, with little interaction with the rest of the school. If the Title VII teacher is not present, children are subjected to non-supportive monolingual teachers. Bilingual teacher aides working with the programs are often the victims of school prejudice.

Essentially, it was suggested that many of the school districts receiving Title VII funding show little actual commitment to bilingual education. Members of the Hispanic community in the Northwest, who testified, explained that they were extremely supportive of bilingual education, but that they felt that "either a program works, or we don't want it."

Recommendations to improve the situation included: (1) A congressional level investigating committee regarding the status of educational opportunity in the public schools system for Hispanic youth of the Northwest should be established; (2) True commitment to the ideals of bilingual education should be proven by any potential grantee of Title VII and subsequently monitored; (3) During evaluations, it is imperative to speak to persons other than the program staff and administrators; evaluators should contact minority teachers, other teachers in the school, and the community to obtain a true overview of program acceptance and progress; (4) Continuation programs should be closely examined to determine the commitment of the school district and teacher/child progress; and (5) Local control and accountability of staff time on Title VII projects should be examined. Currently, project directors of Title VII programs in Washington State report only to the superintendent of the LEA. It should be determined whether this is sufficient accountability.

Objective evaluation of bilingual projects was perceived by one witness as the most neglected area of bilingual programs. The National Education Association's testimony reflected this opinion, while explaining that the problem is understandable since most local personnel attempting to implement bilingual programs are overworked and understaffed. Thus, although many current programs may be producing excellent results, there is no documentation because the local personnel lack the resources to generate the validating data.

The NEA testimony mentioned the study recently completed by the American Institute of Research for the U. S. Office of Education which considered 175 programs for possible review as exemplary and accepted only 7 for final review. The witness stressed that many other excellent programs may have been neglected because of poor evaluation processes. It was suggested that separate federal funds should be provided to improve the techniques for evaluating ongoing programs.

A representative of the Warm Springs Indian Reservation of Oregon recommended that a study on Indian and English speech patterns should be undertaken to determine whether the disallowance of cultural differences in the public education process has caused interference and damage to the development of speech in either the Native Tongue or English, in Native American students.

The need for appropriate testing procedures to perform effective evaluations, as well as to properly assess needs, determine placement of students, and develop relevant curriculum was expressed by many witnesses at the Portland hearings. A representative of the Northwest Regional Educational Laboratory which services all of Region 10, explained that in a study they performed for the Office of Education, "Survey and Assessment of Oral Language Instruments," they found few alternatives to Language Assessment

Instruments which actually measured bilingual proficiency rather than proficiency in one language. In a study by the Multilanguage Assessment Project, alternatives to traditional standardized tests for measurement of the cognitive level of bilingual students were examined. Traditional testing methods are inappropriate with these students due to cultural and linguistic bias. The Project found that neo-Piagetion tests (acultural tests emphasizing predictable, sequential steps of intellectual development which are the same for every child) are a viable alternative to traditional testing. However, further validation is necessary to confirm the success of this testing method.

Philadelphia: Witnesses at the Philadelphia hearings were concerned with the lack of adequate testing instruments for bilingual children. Various witnesses felt that the following testing instruments were extremely necessary: (1) a pre-test measuring linguistic abilities of the totally non-English speaking, to be used for placement and progress measurement; (2) tests to measure learning disabilities of limited English-speaking students, to determine their placement in bilingual special education classes; (3) culture-free tests measuring intelligence, analytical abilities and other skills. One witness felt that locally developed tests were most successful in measuring progress because of their direct relevance to the target population, but admitted the difficulty this type of test causes to outside evaluations.

In reference to evaluation procedures, one witness felt that some evaluations were based upon the speed with which limited English speaking children move into regular classrooms. It was contended that, while this may be a relevant standard for programs stressing the transitional approach, many maintenance programs would not be judged fairly by such an evaluation. It was suggested that some standard evaluation materials should be developed for the use of new and pioneering bilingual programs. Another witness mentioned the need for a national longitudinal study of bilingual education programs to pinpoint and study various problems such as illiteracy in both languages. It was also suggested that research on the acquisition of English by various language groups should be studied to determine whether each group learns via a different process.

Representatives of the Asian/American Bilingual Center in Berkeley described specific problems regarding reliable research and evaluation for Asian language groups. They contended that current longitudinal studies of Asian groups are not useful because they are based upon similar studies completed for other language groups with different problems. It felt that effective long range and intensive evaluation of Asian American bilingual programs will become possible only when a statistically meaningful number of Asian American bilingual programs are funded. The Center is conducting a number of studies which would be greatly aided by additional programs and funding. These include: (1) the Bilingual Syntax Measurement Test, which measures a child's ability in both English and native language, and can be administered in about 10 minutes with little training; (2) the New Immigrant Test, which measures a child's mental organization of mathematical concepts, and is used to develop relevant math curriculum; (3) a study of Problem Solving Styles, to identify methods for teaching problem solving strategies to children; (4) a five-year Longitudinal Evaluation Plan of districts which are piloting their curriculum materials;

(5) incorporation and comparison of studies of bilingual education methodologies according to respective environments, to intensify indepth evaluation and improve teaching methods on a national scale.

PARENT/COMMUNITY INVOLVEMENT

Parent/Community Involvement is one of the criteria for funding Title VII programs. Witnesses discussing the subject invariably regarded parent/community involvement as vital to the successful implementation and growth of bilingual programs. Several witnesses cited examples of parent and/or community groups which were instrumental in the successful implementation of programs and which had an extremely positive influence both on the students and on the community as a whole.

However, many witnesses felt that Title VII parent/community involvement was often strictly nominal, and that efforts should be taken by the federal government to more stringently require the involvement of parents. Witnesses affirmed that an active community is necessary for both the short and long term success of bilingual education. An active community involvement program allays the fears of both English and non-English dominant parents that bilingual education causes cultural separation and racism, it mitigates the fears and doubts of non-English dominant parents concerning sending their children to a foreign system of education, and it increases the probability that local school districts will eventually support bilingual education through local levies and bond issues. In addition, for language groups in which materials and curriculum are in process of development, such as the Native American languages, parents and community are often the only resources available for the creation of culturally relevant and linguistically accurate materials.

Witnesses expressed the opinion that parents should be educated in various aspects of bilingual education programs, so that they might have actual control over the lives of their children. It was suggested that dollar amounts be appropriated by Title VII for the education and involvement of parents and communities.

Albuquerque: Speakers at the Albuquerque hearings supported increased parent and community involvement in all stages of bilingual education with compelling reasons and concrete suggestions. It was felt that parental hostility or indifference to bilingual education can often be attributed to ignorance of the program's purpose and methods. Parents bent on "Americanizing" their children to qualify them for social and economic participation in the dominant culture, must be convinced that bilingual education is not second-class schooling for minorities and is not separatist, but shares their goals of cultural adjustment.

Participants endorsed the need for community involvement; they emphasized that community input on bilingual education should be solicited at the outset, and taken into account. The program should not be put into effect without local support, nor should students be placed into it without their own and their parents' consent. In reference to the several Native American orthographic development projects now in process, participants urged that clearance should first be obtained from the relevant tribal council. Some Native American cultures find offensive the commitment of their collective wisdom and lore to cold print; it is contrary to their personalized tradition of communication. In these cases, since to freeze the culture in print would conflict with the values contained within it, the language should be taught orally.

Native Americans, while fully supporting bilingual education, identified a potential conflict between the program's delivery through the "establishment" educational system and Native American culture. "Establishment" education, like the dominant culture in the United States, is compartmentalized, formal and job-oriented. Native American cultures are traditional and holistic; functional sustenance tasks are linked by tradition and ritual to the member's social and family life, and to his religious identity. Native American education is group-oriented and self-paced; the child learns from his family and tribal compatriots, at his own pace, the tasks necessary for survival. Some witnesses expressed the caveat that an impersonal and regimented educational system, albeit delivering Native American educational and cultural materials, remains "establishment" education, and continues to erode the Native American's sense of community and awareness of complex interactional patterns with his group.

Parental involvement in the development and delivery of educational programs was expressed as one method to mitigate this cultural erosion. Bringing parents into the program in the development of materials and into the classroom as teacher's aides approximates the family and community emphasis of Native American cultures, and partially compensates for the specialization and alien authority found in the school system. Representatives of the Mescalero Apache Tribe described a program where this has been accomplished with great success. At the Bent Mescalero Elementary School in New Mexico, a Title VII project has involved parents and community members in a variety of endeavors: Tribal members cooperated with a professional linguist to develop an orthography and curriculum materials which can be shared among many Apache tribes, while local artists were contacted to illustrate the legends of the tribes for printed classroom materials and an Apache-narrated film presentation. Parents entered the classroom to teach children the crafts, songs and games of their ancestors, while the older members of the tribe related stories of the lifestyle and legends of the Apache. The program was described as highly successful, both in educational criteria, and in developing parental support and student interest in the school.

Three specific recommendations were made by Albuquerque witnesses for increasing parental involvement. First, the OBE Guidelines and the Criteria for Assistance within them should be strengthened to pay more than formal attention to the community. Projects should be evaluated upon how effectively they plan to, and in fact do, disseminate information concerning bilingual education to parents and the community at large. Second, the Guidelines should be simplified in order to avoid excluding parent and community members from involvement in proposal development. Many witnesses complained that the Guidelines as written leave room for none other than the professional "grantsman" to satisfy the complex requisites to procuring a grant, thus excluding affected and knowledgeable local people. Finally, projects should include funds in their budgets to compensate parents for involvement in workshops and visits to other projects. Statements from the Parent Advisory Council of the Tucson Public Schools and the Director of Bilingual/Bicultural Programs of the Albuquerque Public Schools gave a partial explanation for low parent interest in programs at present. Due to the very handicap which bilingual education seeks to overcome, parents of those children most in need of the program are poor;

often they are too busy supporting their family to take a continuing active interest in the schools. Compensation for time and expenses would remove this hurdle to their effective involvement.

Portland: Several persons who testified at the Portland hearings, including a project director of a Title VII program in Salem, Oregon and the Dean of the Collegio Caesar Chavez suggested that specific dollar amounts should be designated for parent/community involvement. Although parent training is a legitimate activity of Title VII programs, most testifiers felt that the parents and community often play merely a token role in the programs. A representative from the Oregon State Chicano Concilio suggested that the Federal Government should require more than "lip-service" commitment to parent/community involvement by funded school districts. Other witnesses representing various Asian, Hispanic, and Native American groups concurred that parents should be educated in the skills of program development, proposal reading, curriculum development, and objective writing in order to actively participate in the programs.

It was stressed that parents can be educated in curriculum development and evaluation techniques, although it is a time consuming task. The Northwest Regional Educational Laboratory, which is being funded by NIE to develop reading and instructional materials for Indians, utilizing a field-based curriculum materials adaptation procedure, testified to the success of the process. The program totally involves the Native American community in developing curriculum and materials, utilizing the program staff as technical experts to serve local parent groups in curriculum and materials adaptation. This project has involved three major groups of Native Americans in Oregon, Coastal, Plateau and Plains, representing over

70 different tribes whose cultural similarities allow the possibility of generalizing materials. The project operates with an active policy board, composed of Native American educators throughout the Northwest, Planning Committees representing the three major Native American groups, local curriculum planning committees on each of the reservations, and a program staff of technical consultants, all but two of them Indians.

The local curriculum planning committees organize local people to produce the materials, and these local groups and Tribal Councils approve or disapprove any subsequent editing. The Policy Board has final approval on all materials. Thus far, 100 materials have been completed, and 40-50 are in production. The project has been successful in obtaining a waiver of copyright, which will allow the tribes to eventually receive all income from materials. More important, it has proven the possibility of using the target group of curriculum materials as the developers of those same materials, and it has trained local people in the skills of developing materials while instilling pride in the community.

The project staff felt that one of the factors contributing to the high drop out rate among Native Americans was lack of interest, which produces a lack of motivation. While no hard data is yet available, it is estimated that there is a 25% higher student interest in these materials than in other materials.

The Asian American community in Seattle and Western Washington was cited as an example of an extremely active and interested parental group whose efforts thus far have gone largely unrewarded, but whose interest has remained strong. In 1975, when several proposals submitted from the

Seattle district were not funded by Title VII, community members wrote to local congressmen, worked with the school district, and wrote letters to the Title VII office to petition for a reconsideration. These parents are obviously interested in the quality of their children's education; however, they need education and training to most effectively reach their goals. The complexity of bilingual education theory and program operation renders it difficult for parents to specifically articulate their children's needs. Training in the vocabulary and operational exigencies of bilingual programs would increase these parents' ability to influence the educational system.

Philadelphia: One of the major concerns at the Philadelphia hearings was that parent/community involvement was extremely necessary to encourage enrollment of children in schools. It was felt that throughout the Northeast, there are large numbers of children who never enroll, because parents are plagued with immigration problems and/or intimidated by cultural differences. Enrollment procedures are extremely complex to a parent with little knowledge of English or the American system. It was explained that several districts in Pennsylvania have enrollment centers or caseworkers to orient non-English dominant children and parents to the school system, but more measures must be taken to alter the perceptions of parents towards the schools.

It was also suggested that all in-service personnel, parents, students, and community members should be educated concerning the goals of bilingual/bicultural education. The "Let's Be Amigos" program, originated in Philadelphia, is an example of a program which has gained enthusiastic parental and community involvement through its public relations tapes and multicultural programs.

Both Asian Americans and Hispanics who testified in Philadelphia expressed culturally specific community needs. A witness who had been involved in Asian American program felt that the various Asian American linguistic and cultural groups should be trained to take control of the bilingual/bicultural programs which affect them. Instead of funding through a school district, with communities involved only tangentially, the community itself should be able to develop programs and maintain control of these programs. Moreover, due to the Asian American's inherent respect for authority, parents must be educated to complain to administrators when their children's needs are not being met.

Because Hispanic communities have not been sufficiently involved in the education of their children, many parents suspect that bilingual programs are being utilized to prevent their children from entering the American mainstream. This situation emphasizes the contention that parents who feel they are not controlling their children's education will neither support nor necessarily approve of bilingual education methodology.

NEED FOR TEACHERS, PARAPROFESSIONALS, AND SUPPORT PERSONNEL

The growth of bilingual education programs which has resulted from increased federal and state legislation has placed pressure on many school districts to produce competent bilingual programs immediately. Witnesses representing various parts of the nation and many language groups expressed a dire need for more and better qualified bilingual education teachers, paraprofessionals, and support personnel. Both pre-service and in-service training requires expansion, and more institutions of higher education must become involved in developing competent bilingual/bicultural teachers. It was suggested that a national network to provide information on available bilingual education teachers would be of great use to areas in need of personnel.

Witnesses described the difficulty of procuring teachers who are both fluent in two languages and skilled in bilingual education methodology. Many teachers in bilingual classrooms exhibit only one of these two vital qualifications. Thus, in-service programs to assist teachers already in classrooms are essential. It was also emphasized that career lattice/ladder programs for bilingual paraprofessionals should be more widely instituted.

Specific problem areas discussed at the hearings included the desire of Native American groups for provisional certification of elders knowledgeable in the tradition and language of the tribe until more conventional teachers are qualified, and the similar need for interim credentials to be provided for Vietnamese teachers who have lost their papers in transit. Bilingual support personnel are also needed, including diagnosticians, research analysts, statisticians, psychologists, counselors, caseworkers, and health personnel.

Albuquerque: Witnesses at the Albuquerque hearings stressed that the lack of competent bilingual teachers causes many practical problems. Since it is a "sellers' market", mere fluency in two languages is, all too often, sufficient qualification for a bilingual teaching position. A person with bilingual education credentials can secure a position as a "bilingual education consultant," at a starting salary thousands of dollars higher than a school district can offer. Thus, many truly qualified personnel never enter a classroom.

Several suggestions were made to improve the quality of teachers being produced by IHE's. Greater emphasis should be placed upon on-site teaching experience to ensure experienced graduates. Further, student teachers should be exposed to greater proportions of the cultural heritage of the target population. In general, witnesses asked for less ivory-tower oriented bilingual teachers.

Both teaching experience and cultural exposure can be gained by bringing the training program to the local community, while increasing interest and lowering costs of the program. The Director of the Native American Studies Program at the University of New Mexico speculated that, of those Native Americans graduating from the University's College of Education in 1975 (ten percent of the total), most could not have afforded a college degree if they had to leave home to acquire one. Of those who could afford to move away to school, a substantial proportion would not return after graduation. Since the program does offer courses near the students' homes, they can participate and remain to be of service in the community. It was suggested that institutions of higher education should not be funded unless they show actual prior community support and experienced staff, to avoid "rip-off" programs. While university level pre-service programs should be further developed, even greater emphasis should be placed upon in-service programs to develop the teachers already in place and familiar with the educational problems of bilingual students. The Albuquerque Classroom Teachers Association endorsed the current OBE guideline requiring in-service teacher training for every LEA program, and stressed that this requirement should be strictly enforced.

While teachers and teacher training units are in short supply generally, participants in Albuquerque placed particular emphasis upon the shortage of qualified programs and personnel to teach Native American language educators. For example, the Director of the University of New Mexico's Native American Studies Program, pointed out that only four of the University's 29 bilingual education students were Native Americans. If programs are to be developed and implemented to aid New Mexico's six Native American language groups, or the Nation's over 300 indigenous tongues, more skilled personnel are needed.

Portland: The Northwest Region, according to representatives of Asian, Native American, and Spanish programs and groups, has an overwhelming lack of teachers and teacher training programs for bilingual education. Attempts to alleviate the problem are underway, but most witnesses were extremely concerned that additional efforts should be made.

The Spanish speaking population, according to a representative from the Title I Migrant Extended Degree Program at Washington State College, is in critical need of bilingual/bicultural teachers. The Northwest has a specific problem in that the Spanish speaking population is of relatively recent arrival and is young. For example, in Yakima Valley in Central Washington, approximately 20% of students in the school districts are Spanish surnamed; however, at Central Washington State College, only 1% of 7,000 students are Spanish surnamed. The Migrant Education programs have had to import teachers from the Southwest. None of the state institutions provide undergraduate degrees in bilingual education, nor have career lattice/ladder programs for bilingual teacher aides been developed. Currently, a program is being developed through Title I Migrant at Central Washington State and Yakima Valley Community Colleges to provide both an undergraduate degree and a career lattice program, but much more federal support is needed.

Similarly, in Oregon, the only institution with a commitment to bilingual education is the Collegio Caesar Chavez, a unique Hispanic institution designed to provide flexible educational opportunities for persons of Spanish dominant backgrounds. Both Spanish and English are utilized as modes of instruction dependent upon the needs of the student. However, although the Collegio does have teacher training courses, it has been unable to implement a bilingual/bicultural certification program because of the lack of Title VII funds. Persons representing the Collegio explained that the Title VII regulations give preference to graduate degree programs, while their bilingual/bicultural certification would be undergraduate.

The need for truly bilingual and bicultural teachers for Spanish speaking students was emphasized by various parents and Hispanic organizations who testified. These witnesses described "bilingual/bicultural" programs which have monolingual teachers and bilingual aides in which the aide does most of the work, including the development of lesson plans. It was felt that career lattice programs should be instituted to assist these aides in procuring the academic credentials necessary to obtain the monetary and psychological credit for what they already do. Similarly, many bilingual/bicultural training courses for certified teachers in the

Northwest deliver only 3 days of training, which raises the participants' salary but not their capabilities. Extensive in-service training programs emphasizing both the language and culture of affected children should be instituted for English dominant teachers. Two groups of personnel, competent and effective in the bilingual classroom would thus be created.

Asian American representatives in the Northwest testified similarly. A survey by the State Bilingual Education Consultant for Washington of 15 school districts in Western Washington found 2,169 Asian American students of limited English speaking ability, who constituted approximately 78% of the total limited English-speaking ability student population; of the 2,000 teachers instructing children of limited English-speaking ability, it was optimistically estimated that 10% had training in bilingual education methodology. Of ten bilingual teachers in Seattle, the average amount of specialized training in bilingual methodology was four months. It was felt that the local school districts could not adequately respond to the needs of their districts in this area, and that additional federal or state support was needed.

It was further noted that there are no training programs in IHE's in this area which deal specifically with Asian American bilingual education. Addressing this need, the University of Washington is holding a series of Vietnamese workshops this summer, and Seattle University plans a Summer Institute on Asian/American language and culture. However, the limited number of persons to be served by these seminars will not adequately meet the needs of the area. A variety of Seattle tutoring programs utilize native Asian speakers as teacher's aides, but have recently experienced serious state funding cutbacks, and were forced to lay off over half of the 350 persons involved.

Native Americans in both the continental Northwest and Alaska are also in need of bilingual teacher training programs. In Alaska, approximately 16,000 children have been identified as in need of bilingual programs. Both Johnson-O'Malley and Title VII funds are being utilized for bilingual programs, but more funds are needed to produce the necessary manpower. In Alaska, there are programs in progress to train Native speaking teachers in the skills of bilingual education methodology.

Certain unique aspects of Northwest Native American cultures compound their teacher qualification problems. For example, the Yakima Tribe asserts that, because their languages are oral, they must rely upon their elders now, as they have in the past, as teachers. They propose that a system be developed to certify their language and culture specialists-their elders - until the day when college educated tribal members are available to give oral instruction.

Philadelphia: Witnesses at the Philadelphia hearings discussed the need for teacher training in terms of specific problems of their region and/or language groups. Witnesses expressed the need for bilingual personnel in the fields of secondary level bilingual education, remedial reading, speech therapy, counsellors, psychologists, and health personnel. Districts with Vietnamese children are in need of translators. Throughout the Northeast, teachers with expertise in educating Spanish speaking teenagers illiterate in both English and their native tongue are needed.

It was suggested that the need for Vietnamese teachers might be met by allowing the issuance of interim teaching credentials to Vietnamese who have lost their papers. Pennsylvania currently issues Interim Certificates to certain professionals with foreign credentials in order to alleviate emergency situations.

Asian American representatives expressed difficulties in meeting the federal guideline requirement of 15 teachers for a training program in a given language. The diversity of languages within the "Asian" category and the dispersion of these populations make it extremely difficult to gather the requisite number together; thus, the guidelines should be more flexible. It was also suggested that more funds should be earmarked for Asian American teacher training because of the shortage in this area.

Another witness mentioned that in many locations, like Massachussetts and Pennsylvania, a great variety of language groups are represented in a district. More stress should be placed on the cross-cultural aspects of bilingual education to prepare teachers for a multicultural environment.

NEED FOR CURRICULUM AND MATERIALS

The need for adequate curriculum and materials for language groups represented at the hearings was expressed by a number of witnesses. Specific needs mentioned included an increase of funding for both Native American and Asian American groups; both groups stressed the need for increased recognition of the diversity of languages represented by these catchall categories; and both groups indicated the desirability of utilizing community members as materials developers.

Testimony at the hearings presented two different viewpoints regarding the centralization of materials development. Some witnesses felt strongly that locally developed, region specific materials are most needed and most successful; others believed that duplication of effort could be avoided through increased coordination and centralization of materials development. It may be that no real conflict exists, but rather, certain linguistic and cultural groups have specific needs which can best be met by locally developed materials, while other, more broadly based language groups, and even certain localized cultures might benefit from access to nationally developed materials which can be "adopted or adapted," as users see fit.

Albuquerque: The Albuquerque hearings revealed an extensive need for educational materials and curricula, especially in the Native American languages. Since many of these cultures lack a written language, or have only recently had one developed, much work remains to be done in developing curricula and materials. Naturally, neither teacher training programs nor elementary and secondary school programs can be established without an orthography, and so many tribes are not served in any way by bilingual education. Even those languages for which an alphabet has been developed, such as Navajo, and recently Apache, are very short of the full panoply of written matter which composes an adequate educational program. Particular need was expressed for the development of high school texts in Navajo, especially in the "hard" sciences, as at least some LEA's have the trained Navajo personnel to deliver these "substantive" subjects, but still lack the necessary books.

While a desperate need for the development and dissemination of materials in various languages exists, speakers resisted what they view as a tendency in funding to centralize the development process. The Director of Instruction at the Ramah Navajo School pointed out that the best place to develop Native American materials should be in the field, where those familiar with the language and its culture are to be found and can contribute. Moreover, encouraging community input generates local support for the program by involving parents in the education of their children, and thus making it clear to them that the school system is sympathetic to their culture. Examples of the success of this method have been discussed in the Parent/Community Involvement Section.

Portland: Several witnesses testified to the need for materials at the Portland hearings. As in Albuquerque, the Native Americans expressed the problems inherent in developing Native American language materials, and requested that at least five Native American curriculum centers be established and staffed with knowledgeable Native American community people.

A representative of the Filipino American bilingual community likewise described the lack of Asian American materials, indicating that federal level support is necessary because commercial publishers will not develop materials for such a small market.

Several witnesses indicated the need for a Title VII Resource Center and a Materials Development Center to be established for the Northwest Region. It was felt that the Northwest had been overlooked; consequently, large expenditures for gathering materials and bringing in out-of-state consultants have been necessary. Witnesses testified that the need for locally developed and adapted, culturally relevant materials is great, and that these two centers would greatly aid classroom teachers in their task. Witnesses indicated that in several needs assessments done of school districts in the Northwest, curriculum materials and development were a high priority item. A witness also expressed the need for a centralized location at which materials which have been developed for specific languages and target groups might be obtained. This would prevent duplication of efforts throughout the nation.

Philadelphia: Witnesses at the Philadelphia hearings requested funding for a wide range of necessary materials. Many persons who testified described materials which are or will be developed if sufficient funds are provided.

The Philadelphia school district indicated that, because many of their students are teenagers illiterate in both Spanish and English, they have developed and have need for more bilingual vocational and career oriented materials, in addition to secondary level curriculum materials. The district has implemented an English/Spanish clerical program, and is in the process of developing a computer assisted clerical and vocational program, including programmed instruction through learning packets. Witnesses felt that this type of material is most relevant to students who enter the educational system at the secondary level, and that greater emphasis on career and vocational opportunities would likely decrease the drop out rate of bilingual high school students.

Witnesses mentioned three centers in Pennsylvania which collect and disseminate bilingual materials. The "Let's Be Amigos" program in Philadelphia has a collection of audio-visual teacher training materials for grades K-12, and public relations tapes encouraging community involvement which are loaned to bilingual educators nationwide. There is a Bilingual Materials Center, in Lancaster, which expressed a need for secondary level materials and funds to increase its textbook collection. A Multilingual Instructional Resource Center, including materials for the 21 funded languages in Pennsylvania, is being planned to serve the Delaware region.

Representatives of Asian American bilingual programs in Philadelphia, the Asian American Bilingual Center at Berkeley, and the former co-director of the Chinese, Japanese, English Bilingual Institute testified to the need for Asian American curriculum and materials. All witnesses expressed the opinion that Asian American materials developed for other language groups are not truly acceptable, in that the culture and needs upon which they are based are quite different. Witnesses also stated that the Asian American community is the best resource to be tapped in developing these materials. It was suggested that the Asian American Center at Berkeley should be expanded to allow inclusion of more resources specific to the various Asian groups and accounting for specific regional and cultural differences.

SPECIAL NEEDS OF MIGRANT AND DISPERSED POPULATIONS

Witnesses attested that there were special problems in serving migrant and dispersed populations. Except for the Vietnamese, a dispersed population for whom special funding policies exist, it is difficult to qualify for Title VII funding under present regulations if the school district cannot show a high concentration of limited English-speaking students. Examples were given of scattered populations in great need of services which could not qualify for funds. It was felt that Title VII regulations deal ineffectively with population distributions other than high concentration, and should be modified accordingly.

Similarly, it was felt that Title VII funding policies have not considered the special needs of the migrant population. This group which includes large numbers of students of limited English-speaking ability, is often present in a school district for two to three months a year and little or no provision is made to serve their special needs. While funds are available under Title I of the Elementary and Secondary Education Act of 1965 for migrant children, it was suggested that more Title VII funds should be earmarked for the bilingual education needs of these children.

Albuquerque: Witnesses at the Albuquerque hearings shared the concerns over the low priority given to scattered limited English-speaking groups, and identified some specific steps which might be taken to alleviate the problem. While in some areas, Native Americans often constitute the majority of students in particular school systems, substantial numbers of Native Americans find themselves excluded from Title VII by reason of their sparse distribution in rural areas off reservations or because, having moved to the cities, their residential concentrations are scattered throughout the school system by court-ordered busing. Generally, greater flexibility in the program was recommended to adjust to these unusual circumstances.

Witnesses proposed that the program should encourage staffing patterns which accommodate the target group, in particular by providing for travelling teaching staffs and permitting vehicle leasing expenses to be funded under Title VII. For school systems, urban or rural, where an insufficient number of eligible students of a given language group attend a particular school, a rotation program, whereby trained professionals visit those schools, would remedy Title VII's current inattention to the dispersed students. Currently, the Guidelines do not permit Title VII funds to be expended on the vehicles necessary to transport such a mobil staff.

For school systems where sufficient concentrations of limited English-speaking children exist to qualify for Title VII, but are divided among a number of language groups, witnesses requested a program which would deliver technical assistance in joint proposal development and project administration. Even though the school administration and parents may be interested in establishing a program, the small number of students in each language group might not justify the expenditure of skilled effort by the school district which would be necessary to gain and utilize federal funding. However, with some help from those with the appropriate expertise, either federal or state personnel, a joint program might be established to share those curricula elements which the cultures involved have in common, and thus make efficient use of the funds.

Portland: Witnesses testified that Portland, Oregon has a large scattered population of limited English-speaking ability students. When Title VII proposals are read, points are automatically lost if a high concentration cannot be shown. Thus, Portland cannot compete to receive necessary funds.

The migrant stream is expected to bring approximately 14,000 migrants to the Portland area in 1976-77. In the past, 75% of these migrants have been minorities, approximately 74% of them Spanish-speaking. One witness explained that Portland may have an influx of approximetely 2,000 migrants for about two months of every year. As might be expected, Portland has extremely limited capabilities to deal with this problem; they can't hire staff who will be needed for only two months. One witness felt that the combination of dispersion and fluctuation in size of target populations was a great problem in the Portland area. It was suggested that Title VII attempt in some way to deal more effectively with these problems.

Philadelphia: Many witnesses expressed concern over the dispersion of ethnic groups in that this separation from culture causes a loss of identity and trauma to children. To alleviate this problem the Pennsylvania Coordinator of Bilingual Education recommended the allocation of funds to develop a bilingual education model for dispersed populations with diverse linguistic backgrounds. Statistics from school systems in Pittsburg, Allentown, Bethlehem and Philadelphia, describing scattered pockets of various language groups and the inadequacy of local resources, were presented in support of the need to include such scattered groups under Title VII.

Presently, school districts in Pennsylvania are attempting to meet the needs of scattered population groups in a variety of fashions. Philadelphia has established 2 foreign language schools with modified bilingual education (all courses in English except reading in the native language); one school includes 21 languages, the other, eleven.

The Allentown School District has significant but small numbers of both Arabic and Spanish-speaking students; some schools have been forced to combine all grade levels into one classroom. This district needs individualized instruction or the facilities to establish separate small classes.

Presentations in Philadelphia focused particular attention upon the special problems involved in educating Vietnamese children. The Pennsylvania State Coordinator of Bilingual Education testified that in 1975 there were approximately 11,000 Vietnamese children enrolled in school districts throughout the State, as well as several thousand Vietnamese children stationed at a relocation center. Both federal and state funds have been allocated for the education of these children; these programs, however, are hindered by the Federal policy to disperse the Vietnamese throughout each state. In Pennsylvania, most districts have 15 or fewer Vietnamese students enrolled. This low density renders an effective bilingual program nearly impossible; consequently, English as a second language curriculum materials are being developed or adopted for use in most districts. Special funding for Vietnamese children, while perceived by witnesses as a very positive development, was also thought to represent an inconsistency in state and national policy. Pennsylvania, for instance, has scattered populations of 51 other language groups of limited English-speaking persons. Although they have similar problems of cultural adjustments, none are given the specific targeting afforded the Vietnamese.

Other Asian groups were identified as suffering from Title VII neglect as a result of their scattered locations. Several witnesses protested that, because of their dispersion, divergent national groups are lumped together by schools and Title VII programs as "Asians", and their separate identities submerged in the eyes of the government. To combat this tendency and to upgrade the current token status of Asian language groups in bilingual education, greater representation in both state and local programs was requested.

Two specific groups were identified as large but scattered, and consequently underserviced by bilingual education. 400,000 Korean speakers live in this country, with 20,000 more arriving annually; yet there is only one language school and two community schools for Koreans in the United States. The Chinese student population of New York City, at 20,000, ranks as the second largest linguistic minority in the metropolitan area, after the Hispanics. However, their proportionate representation in bilingual education programs does not approximate their representation in the schools.

It was recommended that the Asian American Center at Berkely be expanded to include development of specialized resources adapted to the various Asian target groups' unique cultures and regional distributions. To adapt elementary school and teacher training programs to small, scattered populations, it was recommended that minimum size requirements be lowered or discarded. The coordinator for Koreans at the Asian American Center pointed out that the current minimum local education agencies' program size requirement of twenty students of a given language excludes many eligible Korean students from participation, since their families tend not to group together closely enough to put twenty students in a school system. Adjusting this floor level requirement would go far toward meeting the educational needs of those smaller national minorities who have not clustered together in this country.